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City of Covina
General Plan

PREPARED BY
COMMUNITY DEVELOPMENT DEPARTMENT

COVINA

GENERAL PLAN

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PREPARED BY
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF

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COVINA
GENERAL PLAN
EXECUTIVE SUMMARY

CITY OF COVINA
INC 1901
CALIFORNIA

COVINA GENERAL PLAN EXECUTIVE SUMMARY

BRIEF DISCUSSION ON COVINA

The City of Covina is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles and just north of the San Bernardino Freeway (Interstate 10). Covina was originally settled in the late 1800s for agricultural purposes and soon thereafter became a major citrus producing area. After World War II, growth pressures sweeping the region resulted in tremendous population and acreage increases that transformed Covina into a prosperous, highly-regarded, and well-balanced suburban community.

Covina today (1997) has a resident population of approximately 46,500 and is seven square-miles in area with a three square-mile Sphere of Influence, which is unincorporated territory designated for eventual Covina annexation. Thus, the Covina General Plan covers a ten square-mile Planning Area. Covina is predominantly built-out, though future growth and redevelopment is anticipated on remaining vacant and on underutilized properties. The City's development and land use pattern are fairly well-established, there being predominantly single-family houses, lower density apartment and condominium complexes, and low rise commercial and industrial uses dispersed throughout the community. For a suburban city, Covina possesses a relatively high percentage of commercial and industrial activities, which translates to a strong, diversified economic base. Retail, service, manufacturing, and wholesale businesses constitute the major employers. Despite significant overall changes to the community that have occurred over the years, Covina has retained its pleasant small-town flavor and has preserved and improved its vibrant, quaint downtown, centered around Citrus Avenue and Badillo Street, as the focus of the community. The nearby San Bernardino, Foothill, and Orange Freeways and the Metrolink Commuter Rail Line link the City to other areas of metropolitan Los Angeles.

WHAT IS THE COVINA GENERAL PLAN?

Under State law (California Government Code Section 65300 et seq.), every city and county must prepare, adopt, and implement a general plan to guide and shape its long-term growth. "Long-term" typically refers to twenty years in the future. The role of each local government's general plan is to act as a constitution for both public and private development, the foundation upon which all growth- and land use-related decisions and actions are to be based. The general plan expresses community development goals with respect to both the man-made and natural environments and sets forth the policies and implementation measures to achieve them for the welfare of those who live, work, and do business in a community. Because Covina is basically well-established and built-out, the Covina General Plan thus focuses on guiding future redevelopment activities, limited new construction, and expected additions and/or modifications to existing public and private facilities.

California planning law also establishes the requirements pertaining to the content, analysis of data and information, and preparation/amendment of general plans, all of which the City has met. State law further places the plan atop the hierarchy of all other local long-term and more day-to-day oriented documents that regulate or address land use, such as the Zoning Ordinance, Design Guidelines, Subdivision Ordinance, Capital Improvement Program, and Redevelopment Implementation Plan. By law, these and other tools must conform to the Covina General Plan.

WHAT DOES THE COVINA GENERAL PLAN CONTAIN?

The Covina General Plan document is divided into six chapters or Elements that address particular issue areas, including land use, circulation, housing, natural resources and open space, safety, and noise. Land use is the central and most frequently referenced chapter, though, under law, all Elements have equal legal status, must be internally consistent, and must complement one another. In addition, the Elements have separate Technical Appendices that provide detailed background information that was used to formulate the policies. The General Plan also includes an Environmental Impact Report (EIR), which documents how the Plan would affect the environment and which has been prepared consistent with the requirements of the California Environmental Quality Act (CEQA, California Public Resources Code Section 21000 et seq.).

Each of the six Elements of the Covina General Plan, most importantly, identifies and analyzes various planning matters or issues warranting attention and contains long-term goals and objectives, day-to-day decision-making policies, plans and maps, and/or programs/implementation measures. The goals and subsequent items constitute key components because they serve as the chief tools with respect to evaluating, approving/denying, and carrying out public and private developments and proposals. It is noted that this General Plan and the Elements thereof, as permitted under State law, have been organized and prepared in a manner that the City believes is most logical and best suited for carrying out planning activities.

In preparing the Covina General Plan, the City provided many opportunities for public participation to ensure that the document reflects community views and sentiments. Specifically, City staff distributed surveys and questionnaires, conducted public forums, prepared television commercials, distributed flyers at City Hall and around the community, prepared press releases and articles in various newspapers and City publications, and formed an advisory body called the General Plan Update Committee. The public comments ascertained from these and other measures were carefully studied by the City and used to identify issues and develop goals, objectives, policies, and programs/implementation measures. Copies of the Draft General Plan and accompanying Environmental Impact Report were distributed to a variety of individuals and public groups and made available for public review at the Covina Public Library and at Covina City Hall (Planning Division Counter).

The remainder of this section summarizes each General Plan Element.

Land Use Element

Goal:

> A physical environment that provides for the housing, employment, business, service, recreational, social, educational, cultural, and entertainment needs of and maintains and enhances a high quality of life for its residents.

Summary of Key Policies:

1. Accommodate moderate overall residential growth, including single-family detached houses and apartment and condominium/townhome complexes, though limit the rate of higher density apartment and condominium/townhome construction;
2. Preserve existing commercial and industrial areas, maintain and facilitate the expansion and/or revitalization of the City's various operating businesses, if appropriate, and encourage the capturing of new commercial and industrial activities to sustain and enhance Covina's economic base and image;
3. Focus on the downtown as the economic and social center of Covina and, accordingly, continue with ongoing physical and economic revitalization activities, better link the district to the Metrolink Commuter Train Station, and explore permitting mixed uses and new vibrant enterprises;
4. Generally maintain the current land use pattern and preserve the predominantly low-rise, low- to medium-intensity character of Covina's residential neighborhoods and commercial and industrial districts, though allow slightly higher intensities in the downtown and along various portions of major streets;
5. Protect existing parklands and open space resources from conversion to other uses;
6. Preserve the very low density character, sensitive environmental resources, and natural appearance of Covina Hills by minimizing future grading and development;

7. Attempt to preserve structures, resources, and/or areas that are of local historic and/or architectural significance;

8. Maintain appropriate development standards, design provisions, construction practices, and inspections to ensure the safety, viability, functionality, and attractiveness of development, to ensure adequate separation between incompatible land uses, to enable development of affordable housing, and to sustain community appearance, image, character, and quality of life;

9. Ensure that all properties and uses are physically, aesthetically, and functionally maintained to retain community appearance, image, and stability; and

10. Accommodate future growth, redevelopment, and revitalization with functionally adequate and well-maintained public facilities, including, but not limited to, roads, street trees and landscaped medians, water mains, sewers, storm drains, and, to the greatest extent possible, schools and utilities, with sufficient community services, and that respect physical and environmental resources and constraints.

Land Use Plan:

The Land Use Plan, which is the backbone of the Land Use Element and the entire Covina General Plan process, establishes land use districts that identify permitted uses of land, building character, and extent of development for the entire Covina Planning Area (City limits and unincorporated territory designated for eventual Covina annexation). In relation to the current General Plan, this Plan retains the existing, well-established land use pattern by maintaining single-family detached housing throughout the community as the predominant use category, by focusing multiple-family dwelling units (or, apartments, condominiums/townhomes, and mobile home parks) in and around the downtown and in particular neighborhoods, where they are already common, and by preserving the areas for commercial and industrial activities that are typically along various major streets and intersections. A key distinction of the new Land Use proposal is that it reduces the amount of medium and high density (i.e., apartment and condominium/townhome) development to best reflect current community sentiments on this issue, while still complying with Covina regional housing obligations. The three tables below compare and contrast acreage allotment of the various land use districts and theoretical dwelling unit and population build-out figures for the existing and proposed General Plans by City and Planning Area limits. Subsequent notes list typical permitted use types and development intensities and provide the major caveats about the information. The new Land Use Plan is illustrated at the end of this Executive Summary.

TABLE 1. ACREAGE ALLOTMENT FOR EXISTING AND PROPOSED COVINA LAND USE PLANS BY CITY LIMITS AND PLANNING AREA *

*As clarified under the notes below, the Residential-Medium and -High categories of the Proposed Plan represent lower density ranges than those of the Existing Plan. The upper limits of the Medium and High categories of the Proposed Plan are, respectively, 14 and 22 dwelling units for every acre of land; the upper limits of the Medium and High classifications of the Existing Plan are, respectively, 20 and 40 dwelling units for each acre of property. This means, for example, that on any lot designated under both plans as High, fewer multiple-family dwelling units could be constructed upon adoption of the Proposed scenario.

	Acres – City			Acres – Planning Area		
	Existing Plan	Proposed Plan	Percent Change	Existing Plan	Proposed Plan	Percent Change
A. Residential (Total)	2,230	2,240	-	3,650	3,650	-
1. Low	1,800	1,800	-	3,120	3,090	-1%
2. Medium	400	200	-50%*	500	270	-46%*
3. High	30	240	+700%*	30	290	+867%*
B. Commercial (Total)	550	550	-	580	580	-
1. General	N/A	460	N/A	N/A	490	N/A
2. Town Center	N/A	90	N/A	N/A	90	N/A
C. Industrial	220	210	-4%	220	220	-
D. School	360	360	-	390	390	-
E. Park	60	60	-	90	90	-
F. Open Space	40	40	-	40	40	-
G. Public Streets	1,020	1,020	-	1,490	1,490	-
Acreage Grand Total	4,480	4,480		6,460	6,460	

Notes:

1. For Residential uses: Low refers generally to single-family detached houses; building density is up to 6.4 dwelling units per net acre of land for Existing Plan and up to 6.0 for Proposed Plan. Medium means basically apartments, condominiums/townhomes, and mobile homes; building density is 6.5 to 20.4 dwelling units per net acre of land for Existing Plan and 6.1 to 14.0 for Proposed Plan. High also refers generally to apartments, condominiums/townhomes, and mobile homes; building density here is 20.5 to 40.4 dwelling units per net acre of land for Existing Plan and 14.1 to 22.0 for Proposed Plan.

2. For Commercial uses (Proposed Plan only—Existing Plan does not reflect illustrated categories and does not contain intensity standards): General refers basically to various types of retail, service, and office activities; building intensity is up to 1.5 floor area ratio (FAR, the maximum ratio of total building square footage to net acreage of site). Town Center generally means specified retail, service, and office activities that compliment the unique character of and serve downtown Covina; building intensity here is up to 2.5 floor area ratio (FAR, the maximum ratio of total building square footage to net acreage of site).

3. For Industrial uses: Industrial generally (for Proposed Plan) refers to manufacturing, processing, assembly, and warehousing operations; building intensity is up to 2.0 floor area ratio (FAR, the maximum ratio of total building square footage to net acreage of site.) Existing Plan does not contain intensity standards.

4. All numbers are rounded to nearest 10.

New Land Use Plan is illustrated at end of Executive Summary.

TABLE 2. DWELLING UNIT BUILD-OUT FIGURES FOR EXISTING AND PROPOSED COVINA LAND USE PLANS – CITY LIMITS AND PLANNING AREA

	Dwelling Units – City			Dwelling Units – Planning Area		
	Existing Plan	Proposed Plan	Percent Change	Existing Plan	Proposed Plan	Percent Change
A. Residential - Total	20,060	17,910	-11%	28,460	25,960	-9%
(Relation to current figure – N3)	(+22%)	(+9%)		(+25%)	(+14%)	
B. Residential – Low Density	10,490	9,890	-6%	16,900	15,790	-7%
(Relation to current figure - N4)	(+14%)	(+7%)		(+20%)	(+12%)	
C. Residential – Medium & High Density	9,580	8,020	-16%	11,570	10,170	-12%
(Relation to current figure - N5)	(+33%)	(+11%)		(+33%)	(+17%)	

Notes:

1. Low refers generally to single-family detached houses; building density is up to 6.0 dwelling units per net acre of land. Medium means basically apartments, condominiums/townhomes, and mobile homes; building density is 6.1 to 14.0 dwelling units per net acre of land. High also refers generally to apartments, condominiums/townhomes, and mobile homes; building density here is 14.1 to 22.0 dwelling units per net acre of land.

2. The dwelling unit figures are theoretical capacities, created primarily for discussion purposes. Actual build-out numbers, which are based on various unforeseen factors and trends, cannot be predicted but typically are around 80% of capacity.

3. Current Total Dwelling Unit figures: City, 16,400; Planning Area, 22,800.

4. Current Low Density Dwelling Unit figures: City, 9,200; Planning Area, 14,100.

5. Current Medium and High Density Dwelling Unit figures: City, 7,200; Planning Area, 8,700.

6. All numbers are rounded to nearest 10.

TABLE 3. POPULATION BUILD-OUT FIGURES FOR EXISTING AND PROPOSED COVINA LAND USE PLANS – CITY LIMITS AND PLANNING AREA

	Population – City			Population – Planning Area		
	Existing Plan	Proposed Plan	Percent Change	Existing Plan	Proposed Plan	Percent Change
A. Residential - Total	55,070	49,150	-11%	78,130	71,250	-9%
(Relation to current figure – N4)	(+18%)	(+6%)		(+21%)	(+10%)	
B. Residential – Low Density	28,780	27,150	-6%	46,390	43,340	-7%
C. Residential – Medium & High Density	26,290	22,000	-16%	31,750	27,920	-12%

Notes:

1. Low refers generally to single-family detached houses; building density is up to 6.0 dwelling units per net acre of land. Medium means basically apartments, condominiums/townhomes, and mobile homes; building density is 6.1 to 14.0 dwelling units per net acre of land. High also refers generally to apartments, condominiums/townhomes, and mobile homes; building density here is 14.1 to 22.0 dwelling units per net acre of land.

2. Population estimates are based on a State Finance Department figure of 2.745 persons per household. Also, the population figures are household counts only (referring to persons living in regular dwelling units), they not being inclusive of individuals residing in group quarters facilities.

3. The population figures are theoretical capacities, created primarily for discussion purposes. Actual build-out numbers, which are based on various unforeseen factors and trends, cannot be predicted but typically are around 80% of capacity.

4. Current Total Population figures: City, 46,500; Planning Area, 64,500.

5. All numbers are rounded to nearest 10.

Circulation Element

Goal:

> A well-balanced infrastructure system and related circulation network that provide functional, viable, safe, efficient, economical, and attractive transportation, movement, and transmission and applicable services for current and future Covina residents, employers, workers, business patrons and service recipients, visitors, and passers-by.

Summary of Key Policies:

1. Sustain a network of public streets, under an appropriate classification system, that enable the City to accommodate existing and future traffic conditions, volumes, and patterns arising from projected moderate growth and revitalization and that will preserve the community's low-rise, low- to medium-intensity character and protect residential neighborhoods from potential adverse traffic and related encroachments;
2. Place a high priority on attempting to maintain public streets and, where necessary and feasible, improve roads that are deficient in width, design, construction, improvement, or traffic signals through the most appropriate strategies and/or funding sources;
3. Perform focused traffic and circulation studies and analyses for particular congested streets and intersections as a means of clarifying operations and best identifying acceptable or sufficient relief;
4. Where necessary and feasible, consider enhancements to downtown traffic, circulation, and parking that respect and further the unique character of the district and consider "urban village" or mixed use concepts that reduce vehicular trips (see also Housing Element Policy 3 below);
5. Ensure that local transportation programs and regional-oriented transit lines best serve Covina, with minimal adverse impacts on Covina properties and activities, and best link the Metrolink Commuter Train Station to other local-serving transportation networks as well as to ongoing downtown Covina revitalization, beautification, and economic development activities;
6. Ensure that adequate access, circulation, maneuverability, and parking standards are utilized to facilitate safety and functionality with respect to both public and private developments and areas; and
7. Ensure the continued maintenance and adequacy of and, where necessary, improvements to Covina's storm drainage, water supply, and sewage disposal systems to accommodate future growth and redevelopment.

Circulation/Infrastructure Plan:

The Circulation/Infrastructure Plan is a chief component of the Circulation Element. This Plan focuses on the location and functional classification and accompanying standards of the various roadways that transport primarily cars, buses, and trucks through and within Covina. The Metrolink Commuter Railroad Line and the few flood control channels that traverse the community are also included in the Circulation hierarchy. Generally, the Circulation/Infrastructure Plan, which is superimposed on the Land Use Plan/Map, retains and appropriately categorizes existing circulation facilities located around the community to better serve Covina and to complement the Land Use Element in accommodating future growth and changes. The Circulation/Infrastructure Plan itself, as summarized below, is comprised of five public roadway categories and two designations relating to the Commuter Railroad Line and the flood control channels.

1. Freeway – This refers to the San Bernardino Freeway, which passes through the southeastern portion of Covina and expedites movement between relatively distant areas in the region.
2. Primary Arterial Street – Primary Arterial Streets refer to the community's principal four- or six-lane roads that link principal elements within the City to each other and to adjacent areas.
3. Secondary Arterial Street – These four-lane routes serve primarily locally-destined traffic, tying together the different areas of the City and connecting them to the Primary Arterials and to nearby communities.

4. Collector Street – The Collector Streets are two or four lanes in size and also accommodate traffic of a primarily local orientation and collect and carry traffic to the Primary and Secondary Arterials. (Citrus Avenue in the downtown falls under this category, though see note below.)

5. Local Street – These are designed to provide access to abutting, generally residential properties and to link these properties to the Arterial and Collector street network.

6. Railroad Line – The Railroad Line designates part of the regional-oriented Metrolink Commuter Rail Line, which serves generally a commuter function.

7. Flood Control Channel – These facilities, of which the Circulation/Infrastructure Plan must also include, serve local and regional stormwater runoff management purposes.

Note: The Plan calls for further analysis of the unique characteristics of Citrus Avenue in the downtown area, particularly with respect to balancing traffic/circulation and business/economic development needs.

Housing Element

Goal:

A Housing Element that accurately reflects Covina's early 1990s housing-related situation, resources, and needs and establishes a clear, unambiguous, and locally acceptable policy orientation and program framework so that community decisions and actions will affectively, viably, and efficiently address Covina housing issues, needs, and problems.

Summary of Key Policies:

1. Maintain and/or accommodate development of a variety of housing types, including single-family detached houses, condominiums/townhomes, apartments, mobile homes, second units, and mixed uses, to suit all economic segments as a means of addressing the City's regional housing obligations to the greatest extent possible and as a vehicle for sustaining community stability and for continuing with ongoing moderate growth, redevelopment, and revitalization activities;

2. Deal with and abate serious private property structural and/or maintenance problems, particularly deteriorating and dilapidated, aging houses and apartments, through applicable City ordinances and Code Enforcement activities;

3. Develop a downtown area "urban village" concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best complement existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, to provide some upper density, alternative housing opportunities, and to reduce vehicular trips;

4. Meet its State-mandated regional housing targets, which, most importantly, call for the City to plan for, through site identification, or to attempt to develop (through private or public action) 341 lower income dwelling units over the current Housing Element timeframe;

5. Continue with and, where possible, expand existing housing programs, such as rent subsidy, property rehabilitation, and developer assistance measures, to address lower income housing needs and to conserve the affordable housing stock to the greatest extent possible; and

6. Consider new housing programs of all levels of government to address lower income renter and owner housing overpayment, rehabilitation funding deficiencies of single-family owner-occupants, deteriorating

or dilapidated apartments, and other key needs and consider new procedures and development standards to facilitate the construction of affordable housing.

Natural Resources and Open Space Element

Goal, Natural Resources:

A setting in which a high environmental quality is achieved through the bona fide conservation and protection of existing natural resources.

Goal, Open Space Lands:

A complete, well-balanced, and functional system of parks, open space facilities, and trails and appurtenant thorough, viable programs and services that meet the diverse active and passive recreational needs of current and future Covina residents.

Summary of Key Policies, Natural Resources:

1. Support the efforts at all levels of government to monitor and regulate water quality and conditions, guaranteeing that all applicable standards are met, ensure sufficient water supplies and service for Covina residents and businesses as well as follow appropriate water conservation measures to best serve the community, and call for continuing the efforts of all levels of government to remedy or handle groundwater contamination problems;

2. Preserve and protect in their natural conditions, through appropriate land use controls, development standards, and other reasonable measures, the unimproved segments of two flood control channels running though Covina (Charter Oak Wash in Wingate Park and Walnut Creek in the Covina Hills/southeastern area) and concomitant riparian woodland communities as important functional, ecological, biological, aesthetic, and passive open space resources;

3. Continue to enforce the Covina Oak Tree Ordinance as a means of protecting oak tree resources and to attempt to preserve mature trees of all types in conjunction with new private and quasi-pubic construction or redevelopment proposals as well as public works projects for aesthetic and ecological purposes; and

4. Meeting all applicable City standards, provide for needed landscape improvements of the City's parks and recreational facilities and continue to require and/or call for the maintenance of landscaping in conjunction with private, quasi-public, and public developments or lands for aesthetic and ecological reasons.

Summary of Key Policies, Open Space Lands:

1. Preserve, protect, and maintain all existing local parks, ball fields, trail facilities, and bicycle ways through appropriate measures, procedures, and funding sources to best sustain recreational opportunities as well as community appearance and image and keep joint-use agreements with public schools to provide Covina residents with open space lands that supplement the City's park system;

2. Whenever possible and feasible, enhance existing parks and attempt to acquire and improve additional recreational facilities, considering creative, practical approaches, such as developing mini-parks or converting vacated institutional properties, to address current deficiencies;

3. In augmenting existing or developing new parks and recreational facilities, ensure that all appropriate site design, accessibility, landscaping, equipment safety, and security requirements and standards are met and

that viable, cost-effective funding sources and mechanisms for construction and maintenance are attained; and

4. Continue to offer quality and diverse park/recreational programs, activities, and services to address local needs, particularly those of the generally less mobile segments of the City's population, to best maintain community image and vitality.

Safety Element

Goal:

A community in which the loss of lives, serious injuries, major damages to public and private structures/properties, the loss of natural resources, economic and social dislocation, and the disruption of vital services associated with a potential natural or man-made disaster are prevented.

Summary of Key Policies:

1. Monitor the dormant/potentially active Indian Hill and Walnut Creek Fault systems in Covina for any movement and take appropriate actions if activity is detected as well as continue with ongoing seismic retrofitting of older, unreinforced masonry buildings for the effective abatement of potentially hazardous structures;
2. Study and monitor the long-term or cumulative effects and implications of property damage, human danger, and soil erosion and concomitant threats to wildlife in and adjacent to the unimproved section of Walnut Creek (in Covina Hills) relating to existing, seasonal flooding conditions (emanating from the upstream Puddingstone Dam and Reservoir complex in Bonelli Regional Park);
3. Support the efforts of and/or work with other levels of government to maintain and, where necessary, enhance the local storm drainage system to accommodate future moderate growth, to attain a permanent solution to Walnut Creek flooding and erosion problems, to continue to identify, address, and resolve underground contamination, to implement a stormwater/urban runoff management program, and to regulate the use, storage, disposal, and transport of hazardous materials associated with businesses;
4. Maintain, enforce, and periodically review all codes, standards, guidelines, plan and environmental impact review procedures, building permit issuance activities, and inspection and monitoring tasks that are directly or indirectly associated with safety matters and issues to further community health, safety, welfare, land use compatibility, and/or environmental quality. These matters/issues include structural integrity, seismic stability, grading, development near the flood-prone unimproved portion of Walnut Creek, fire detection and suppression and fire-resistant materials (for both the flatland and fire-susceptible Covina Hills areas), the use, storage, disposal, and transport of hazardous materials, architectural design, site planning, building setback, landscape design, public roads and private driveways, property usage and maintenance, the potential siting of a hazardous waste management facility in Covina, City evacuation routes, weed abatement and brush clearance programs (particularly relating to Covina Hills), and water pressures and flow capacities;
5. Maintain and periodically update the Covina Emergency (preparedness) Plan with respect to emergency procedures to be followed in an earthquake, landslide, major flood, extreme fire, or hazardous materials accident to enable the City government, local residents, and businesses to respond and function in an efficient, hierarchical/organized, expedient, and safe manner and to restore normal conditions as quickly as possible plus to serve as a foundation for community programs on general disaster preparedness, earthquake preparedness, fire prevention, and other topics; and

6. Maintain sufficient personnel, equipment, and resources in the Covina Fire and Police Departments and in the City Building and Safety and Planning Divisions to perform their many, varied safety-related duties, such as responding to disasters and everyday emergencies, administering and enforcing particular codes and standards, performing inspections, and conducting emergency preparedness planning, maintain appropriate mutual aid agreements with surrounding jurisdictions to enable supplemental assistance, when needed, continue to contract with neighboring communities to provide day-to-day emergency service support in various areas, including the provision of large-scale fire vehicles and responding to hazardous materials accidents, and ensure that the quality and scope of these City services keep pace with projected moderate growth and redevelopment activities.

Noise Element

Goal:

An environment in which potential adverse impacts of noise on the City's residents and workers are identified and prevented and mitigated.

Summary of Key Policies:

1. Attempt to mitigate or eliminate the possible noise problems of proposed residential or other noise sensitive uses, such as schools, parks, nursing homes, and churches, that are located within Noise Element-defined "noisy zones" to ensure compatibility and, pertaining to residential activities, adherence to applicable State noise insulation standards;

2. Require noise-reduction measures and features in the design and orientation of streets, the location of driveways and parking and loading areas, site planning, architectural design, project landscaping, building materials, and construction techniques, where necessary or required by law, and study and consider the existing and potential noise-generating characteristics of commercial and industrial businesses and other activities that wish to expand or modify their scope of operation;

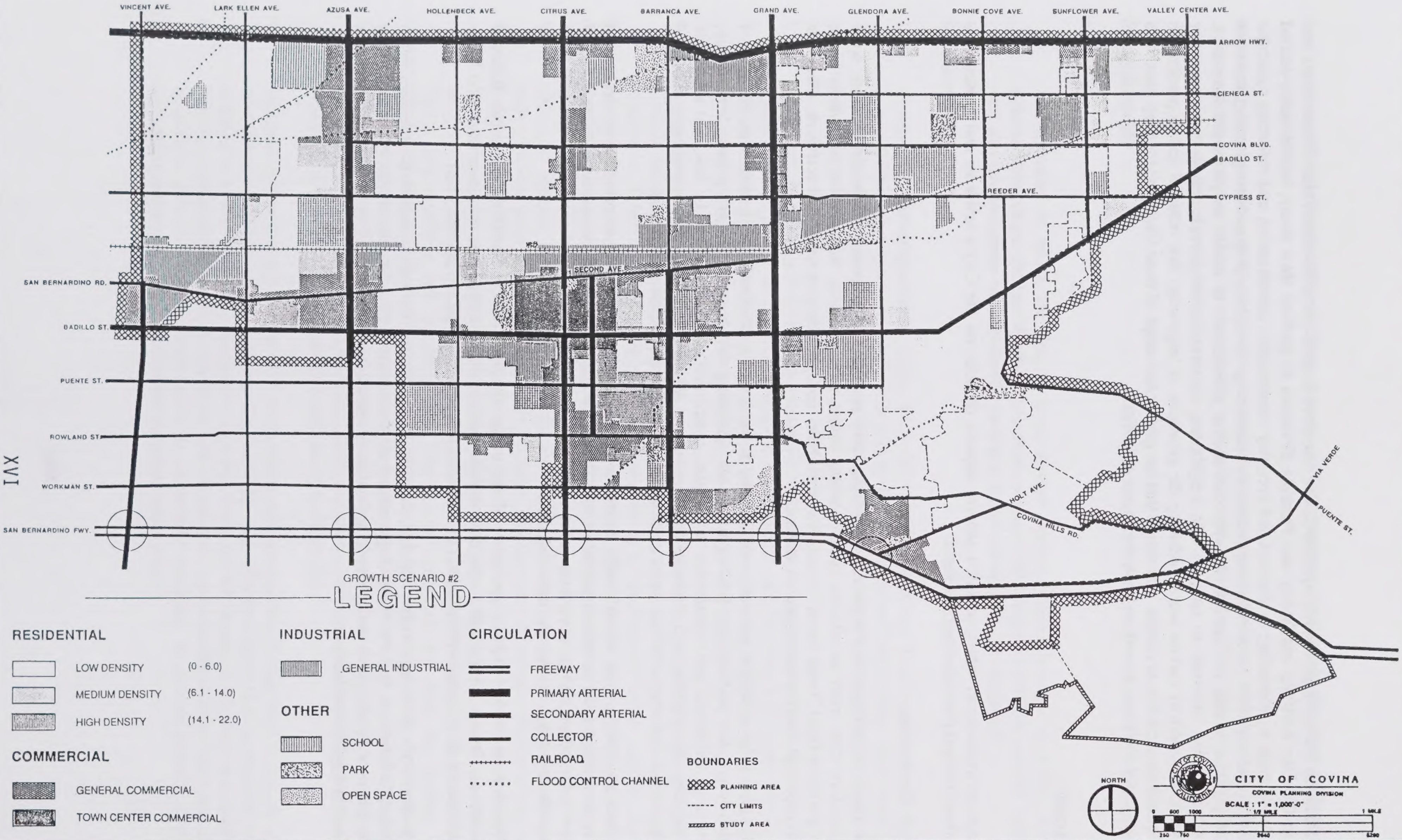
3. Discourage high speed, through traffic in residential neighborhoods by means of proper street design and by providing for the continued utilization of officially-designated truck and bus routes and encourage all law enforcement agencies operating in the City limits to enforce State Vehicle Code and additional noise standards for cars, trucks, and other vehicles;

4. Continue to monitor existing operations of and expansion plans for the Metrolink Commuter Railroad Line and Covina Station and ensure that specific measures are adopted that reduce rail car- and horn-related noises to levels within Federal limits and as low as technologically possible; and

5. As the City's chief noise-regulating tool, continue to enforce and from time to time review the Covina Noise Ordinance to best control noise-generating uses and activities of all types (except where preempted by State or Federal law) and continue to maintain coordination among all City departments/divisions involved in noise abatement.

COVINA GENERAL PLAN

MODERATE GROWTH SCENARIO


VINCENT AVE.
LARK ELLEN AVE.
AZUSA AVE.
HOLLENBECK AVE.
CITRUS AVE.
BARRANCA AVE.
GRAND AVE.
GLENDORA AVE.
BONNIE COVE AVE.
SUNFLOWER AVE.
VALLEY CENTER AVE.
ARROW HWY.
CIENEGA ST.
COVINA BLVD.
BADILLO ST.
CYPRESS ST.
REEDER AVE.
SECOND AVE.
SAN BERNARDINO RD.
BADILLO ST.
PUENTE ST.
ROWLAND ST.
WORKMAN ST.
SAN BERNARDINO FWY.
HOLT AVE.
COVINA HILLS RD.
VIA VERDE
PUENTE ST.
GROWTH SCENARIO #2
LEGEND
RESIDENTIAL
LOW DENSITY (0 - 6.0)
MEDIUM DENSITY (6.1 - 14.0)
HIGH DENSITY (14.1 - 22.0)
COMMERCIAL
GENERAL COMMERCIAL
TOWN CENTER COMMERCIAL
INDUSTRIAL
GENERAL INDUSTRIAL
OTHER
SCHOOL
PARK
OPEN SPACE
CIRCULATION
FREEWAY
PRIMARY ARTERIAL
SECONDARY ARTERIAL
COLLECTOR
RAILROAD
FLOOD CONTROL CHANNEL
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
NORTH
CITY OF COVINA
COVINA PLANNING DIVISION
SCALE : 1" = 1,000'-0"
1/2 MILE
1 MILE

COVINA
GENERAL PLAN
INTRODUCTION

CITY OF COVINA
INC 1901
CALIFORNIA

COVINA GENERAL PLAN INTRODUCTION

I. Background on the City of Covina

The City of Covina is a special community. Located approximately 23 miles east of downtown Los Angeles and just north of the San Bernardino Freeway (Interstate 10), Covina lies in the heart of the mature, suburban, and prosperous east San Gabriel Valley (depicted in Map 1 at end). From its founding more than one-hundred years ago to the present, Covina has maintained a steady pulse of prosperity, vitality, and opportunity. The City, incorporated in 1901, like many communities in the region, was originally settled in the late 1800s for agricultural purposes. By the turn of the Century, because of favorable climatic and soil conditions and the construction of the Southern Pacific Railroad and the regional-oriented Pacific Electric streetcar network, both of which traversed the City, citrus became the predominant crop. In fact, Covina was the largest shipper of oranges in Los Angeles County and boasted of being the third largest in the world. Both railroad systems further brought more people to the area and gave Covina name recognition. The citrus industry remained the mainstay of the local economy through World War II, after which the citrus groves gave way to the post-War building boom that swept southern California. Between 1950 and 1960, the pressure for suburban living resulted in a City population increase of over 400% and a major expansion to the community's original one square-mile area. Much of this growth was also spawned by the opening of the San Bernardino Freeway in 1954. Covina's positive image, reputation, and public and private amenities were the catalysts for continued though slower growth in subsequent decades, which included more and more commercial and industrial developments. Despite these changes that forever transformed the composition and fabric of the community, Covina retained its pleasant, small-town flavor.

Today (1997), the City of Covina has a resident population of approximately 46,500 and is seven square miles in area with a three square-mile Sphere of Influence (unincorporated territory designated for eventual Covina annexation. Thus, the Covina General Plan covers a ten square-mile Planning Area. These boundaries are depicted in Map 2 at end.) The City is generally flat and organized upon a typical network of suburban roads. The nearby San Bernardino, Foothill, and Orange Freeways and the Metrolink Commuter Rail Line (formerly Southern Pacific Railroad) link the City to other areas of metropolitan Los Angeles. Regarding Metrolink, Covina is fortunate to have one of the Line's stations.

Covina is predominantly built-out, though future growth and redevelopment is anticipated on remaining vacant and on underutilized properties located in various neighborhoods. The City's development and land use pattern are fairly well-established, there being predominantly single-family houses, lower density apartment and condominium complexes, and low rise commercial and industrial uses dispersed throughout the community. For a suburban town, Covina possesses a relatively high percentage of commercial and industrial activities. This feature is best signified by the facts that the City has about the same daytime and nighttime adult populations, collects the highest amount of sales tax per capita of any comparable San Gabriel Valley municipality, and has a relatively high percentage of its residents that also work in the community. Covina's strong, diversified economic base reflects longstanding City government and Redevelopment Agency policies of allocating sufficient land for commercial and industrial uses and, correspondingly, of encouraging the retention and attraction of many, varied retail stores and service, manufacturing, and wholesale businesses. When considered in relation to the City's adequate, stable resident population, this solid economic foundation further renders Covina a balanced community.

Covina has retained and improved its vibrant, quaint downtown, the most famous street of which is Citrus Avenue generally between Badillo Street and just north of San Bernardino Road, as the social, economic, and geographic focus of the community. The downtown area, centered around Citrus Avenue and Badillo Street, constitutes the original settlement of the City, and, over the years, growth generally spread outward from this district in all directions. Although Covina overall has changed quite a bit over the Twentieth Century, the community remains a popular, well-regarded place in which to live, work, conduct business, shop, and seek leisure activities. Regarding the latter point, Covina has many fine City parks, a community playhouse in the downtown, a bowling alley, varied restaurants, and a state-of-the-art 30-screen movie theatre. As the community slogan states: Covina is a city full of old-town traditions and new-town opportunities.

II. Definition and Purpose of the Covina General Plan

The Covina General Plan is the City's blueprint for long-range growth and development and redevelopment. Under State law (California Government Code Section 65300 et seq.), every city and county must prepare, adopt, and implement a general plan to guide and shape its physical as well as social and economic development and environmental resources and to address various growth-related statutes of the State over a long-term (typically twenty-year) timeframe. The role of each local government's general plan is to act as a constitution for development, the foundation upon which all land use and affiliated decisions and actions are to be based. The general plan, which must also address certain regional issues, such as air quality, housing, and transit, expresses community development goals with respect to both the man-made and natural environments and sets forth the policies and implementation measures or programs to achieve them for the welfare of those who live, work, and do business in the community. Therefore, the plan is of importance to decision-makers as well as to residents, property owners, employers, businesses, and community groups. State law further specifies the below-discussed substantive and procedural requirements of general plans. Because Covina is, as stated in the previous section, basically, a well-established and built-out community, general plan implementation or planning in the City relates to guiding future changes in land uses that occur as a result of anticipated recycling and redevelopment activities, limited new construction, and additions and/or modifications to existing public and private facilities.

Furthermore, State planning law places the general plan atop the hierarchy of the tools of local government that regulate land use. The Covina General Plan therefore also serves as a basis for the preparation and administration of various documents concerning the City's community development, such as the Zoning Ordinance, Design Guidelines, Subdivision Ordinance, Capital Improvement Program, and Redevelopment Implementation Plan, which have a more short-term or day-to-day orientation. The above and similar items, other development-related master plans, like the Covina Park System Master Plan, and all site- or area-specific private proposals, such as shopping center additions, or public projects, like widening a particular street, must conform to the General Plan.

The forces that affect the course of community development are constantly changing. These influences include, but are not limited to, the state of the local economy, land values and other market factors, a shifting demographic structure, and evolving community values and desires. Therefore, the general plan must also change in order to reflect current community needs, changing circumstances, and/or new information. State law provides for these occurrences by allowing amendments to be made to a general plan. The document must be as dynamic and meaningful as the community it represents. Additional situations under which revision to the general plan is warranted pertain to changes in State statutes and requests by property owners, businesses, residents, or others that further the public interest. (However, the plan may not be changed more than four times in any calendar year.) This Covina General Plan thus constitutes a complete update over a previous Plan so that the City may better guide and shape future growth, development, and revitalization and will address recent changes in State planning law.

III. Content and Organization of the Covina General Plan

The Covina General Plan consists of text and maps. The text is divided into six chapters or Elements that address particular issue areas. These Elements, which meet the requirements of State law, are as follows:

1. **Land Use Element** – Land Use is the central General Plan Element, the one that correlates land use and related issues among all Elements and is the most frequently referenced chapter. The Element designates the proposed general distribution/location and extent of the uses of land for housing, business, industry, open space, education, and public buildings and grounds.

2. **Circulation Element** – The Circulation Element focuses on the movement of people and goods. Specifically, the Element identifies the general location and extent of existing and proposed highways, major roads, railroad and transit routes, trails, and terminals, all closely correlated with the Land Use Element. In addition, the chapter addresses the general location and extent of local public utilities and facilities.

3. **Housing Element** – This Element establishes a framework for addressing and meeting local housing needs, particularly those of lower income persons, for identifying and resolving local housing problems, and for recognizing and implementing State, regional, and local goals concerning the preservation, improvement, and development of housing. Under law, this Element must be revised every 5 years and consider various specific State and regional housing-related statutes and/or guidelines.

4. **Natural Resources and Open Space Element** – Natural Resources and Open Space is the Element of the General Plan that serves to identify, protect, and conserve local natural resources and to establish a framework for preserving, managing, and enhancing the community's open space areas. Natural resources include water, soils, water bodies, vegetation, wildlife, and air; open space lands pertain to parks and related recreational facilities and trails.

5. **Safety Element** – The Safety Element functions to protect the community from any unreasonable risks associated with the effects of various potential natural and man-made disasters, including earthquakes, floods, fires, hazardous materials accidents, and landslides. Possible hazards are identified and appraised to best reduce death, injuries, property damage, and economic and social dislocation resulting from such incidents. The Element also provides for emergency preparedness.

6. **Noise Element** – The Noise chapter of the General Plan identifies and assesses major noise problems in the community for the purposes of developing and maintaining compatible land use patterns and an appropriate, day-to-day administered Noise Ordinance to protect local residents and others from excessive sound exposure. In Covina, the primary noise generators affecting the local environment are the San Bernardino Freeway, the major streets, and the Metrolink Commuter Rail Line.

Although Land Use is the central and most frequently referenced chapter, under law, all Elements have equal legal status, must be internally consistent, and must complement one another. Without meeting these requirements, the General Plan cannot effectively serve as a clear guide for future development and redevelopment. Moreover, State law calls for the General Plan or Elements thereof to meet or consider various statutes pertaining to content, analysis, and policy formulation, though grants to local governments flexibility in document organization and preparation to best suit local circumstances and conditions. Furthermore, as indicated earlier, the timeframe of General Plan implementation is long-term because the Plan affects the welfare of both current and future generations. The State strongly encourages local governments to thoroughly review their general plans at least once every five years and revise the document as necessary. Lastly, the General Plan must be written so as to serve as a clear and useful guide to decision-makers, citizens, and others, an obligation that Covina has herewith met, as well as be available to all those concerned with the community's long-term growth and changes. Regarding the latter point, this document is available for review at the Covina Public Library and is readily accessible for study, comment, and/or purchase in the Community Development Department, Planning Division at Covina City Hall.

In addition to the six-chapter or –Element General Plan document, which, again, provides direction for the City's growth, development, and redevelopment, the General Plan as a whole also consists of an Environmental Impact Report (EIR). The EIR documents how the Plan would affect the environment over long-term implementation. Covina's General Plan EIR, which is also available for public review at the Covina Library and at the Planning counter at Covina City Hall, has been prepared consistent with the requirements of the California Environmental Quality Act (CEQA, California Public Resources Code Section 21000 et seq.).

Each of the six Elements of the Covina General Plan described above is divided into eight to thirteen sections. The reason for this variation is that some of the Elements have additional information required by State law for that particular issue area. Generally, the sections of all Elements consist of and are arranged according to the following content headings:

1. **Introduction/Background** – This first section describes the purpose and focus of the Element, key applicable State requirements, the organization of the Element, and general features about Covina, particularly in relation to the specific topical area.

2. **Issues Identification** – This area, which covers one or more sections in the Elements and varies in arrangement and heading, identifies, discusses, and analyzes or appraises various planning matters warranting attention in the particular General Plan chapter and forms the basis for subsequent and below-discussed goals, objectives, policies, plans, and/or programs/implementation measures. These matters consist of issues State planning law requires to be addressed as well as all locally relevant physical, social, and economic planning concerns. In addition, the Elements have separate Technical Appendices that provide further background information describing generally base conditions in the community. The Technical Appendices are legally part of the General Plan. This section also introduces other plans and programs outside of the General Plan that must be followed to meet particular legal requirements and achieve General Plan goals and objectives.

3. **Goals, Objectives, and Policies** – Goals, objectives, and policies are the chief tools with respect to evaluating and making decisions on matters, issues, and public and private proposals and developments for the subject area of each Element. These components, which are based on the previously-noted issues section(s) and technically function closely with programs/implementation measures (discussed below), bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. An objective, on the other hand, is similar to a goal but more specific in focus. Several objectives generally "branch off" or clarify the state or direction of which the goal leads. Lastly, a policy is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies must indicate local government commitment.

It is noted that objectives are utilized in the Land Use and Housing Elements only, as those chapters are of a type and intricacy that warrant inclusion of this particular item. The City believes that all other Elements can be most efficiently carried out through a more straightforward goal-policy framework. Furthermore, the Housing Element contains a unique section entitled "quantified objectives" that refers to specific legal targets for dwelling unit construction, rehabilitation, and conservation, which differ from general future ends or conditions.

The goals, objectives, and policies for each chapter of the General Plan are arranged in hierarchy from the most general to the most specific. Thus, each Element begins with one or two goals. Policies are subsequently listed under either the objectives (for the Land Use and Housing Elements) or topical areas relating to the particular General Plan chapter. The City maintains some generality and flexibility in carrying out the General Plan's goals, objectives, and policies to most effectively and appropriately respond to changing and unforeseen physical, environmental, social, and economic conditions.

4. **Plan Presentations** – This next section of the General Plan actually pertains to the Land Use and Circulation Elements only. Under law, these chapters are required to have maps to illustrate how the General Plan goals and (relating to Land Use) objectives and the policies will be carried out. For example, the Land Use Element must contain a Land Use Plan, which establishes land use districts that identify the permitted type of uses, building character, and extent of new and modified development and

redevelopment throughout the community. This Land Use Plan is in fact the backbone of the Element and therefore of the entire Covina General Plan process. The Circulation/Infrastructure Plan of the Circulation Element indicates the location and functional classification and accompanying standards of the major roadways that transport cars, buses, and trucks through and within Covina. Because of the inextricable relationship between circulation and land use, Covina's Circulation/Infrastructure Plan is illustrated on the Land Use Map. Furthermore, the Land Use Element consists of an additional Future Public and Quasi-Public Facilities Map, showing the location of public facilities, such as City Hall, the Covina Public Library, and City Fire Stations. The City believes that separating public facilities from the primary Land Use Map clarifies the overall land use strategy and related policies and is appropriate because such facilities compose a very small percentage of the land uses. Therefore, including the public facilities on the Land Use Map would obscure land use distributions. The above Plans thus serve a similar planning function to programs/implementation measures, which most General Plan Elements are required to contain and that are discussed below.

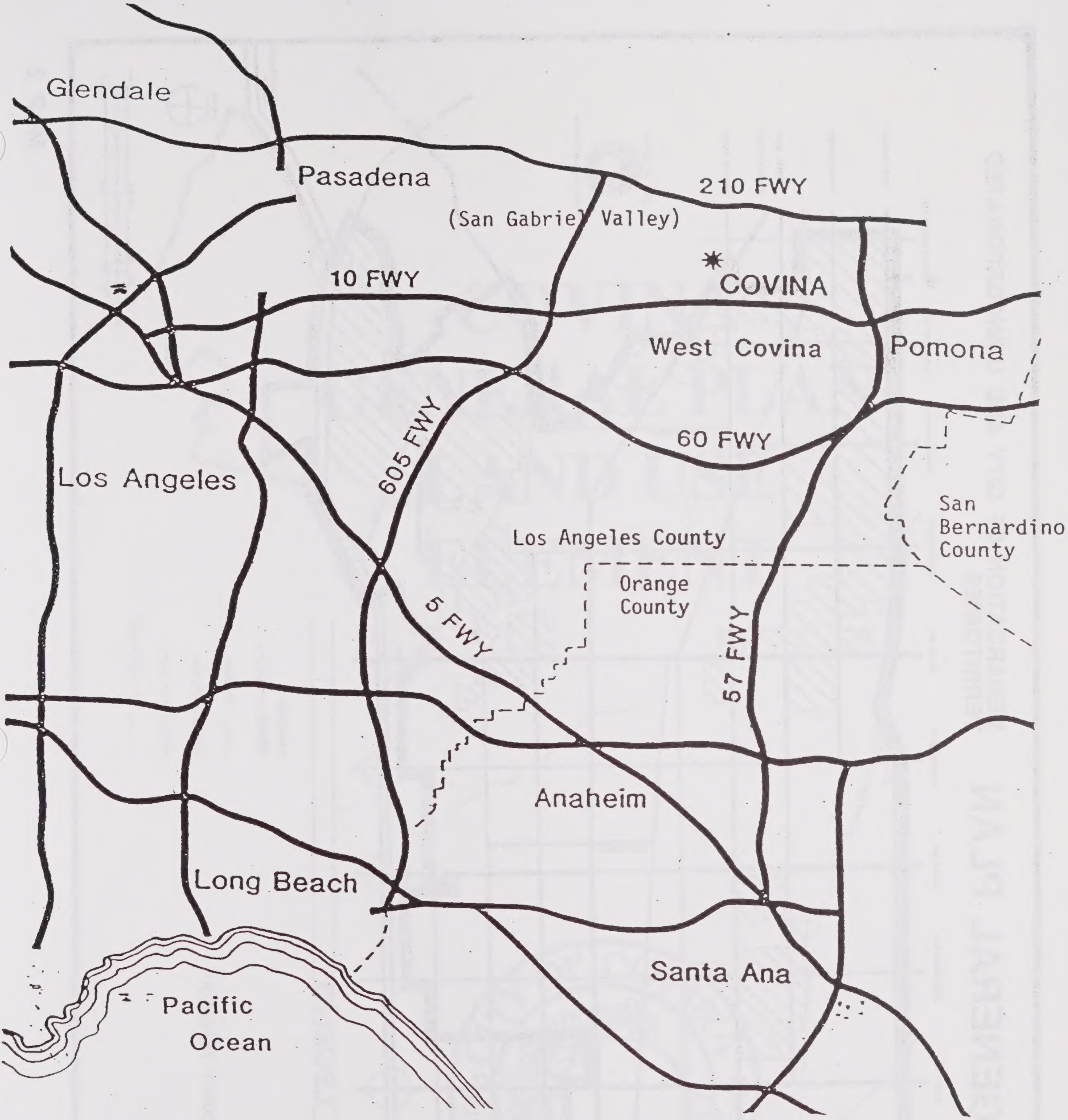
5. **Programs/Implementation Measures** – State law requires certain General Plan Elements to contain programs/implementation measures, which are a coordinated set of specific actions that facilitate achieving the goals and objectives and carrying out the policies. And in the central Land Use Element, the programs or measures further supplement the previously-noted Land Use Plan/Map in Element implementation. Like the organization of policies in most General Plan chapters, the programs/implementation measures are listed under particular topical areas. Furthermore, as is the case with all goals, objectives, and policies, the City maintains a degree of generality and flexibility in fulfilling the programs/measures to most effectively and appropriately respond to changing and unforeseen physical, environmental, social, and economic conditions.

6. **Relation To and Consistency With Other General Plan Elements** – Every Element of the General Plan describes how the Element relates to and is consistent with all other chapters of the document. Each Element must be consistent with all other chapters in terms of everything from supporting data and information to policy orientation to implementation. The State requires inter-Element consistency as an essential ingredient for General Plan adequacy. Each such section of the Elements of the Covina General Plan mentions that the City has met this consistency requirement by updating all Elements simultaneously, with one common data and information base and with the same community input, thus ensuring that goals, objectives, policies, plans, and programs/implementation measures have been prepared based on the same foundation and according to identical or similar methodology.

7. **Citizen Participation in Element Formation** – In updating a general plan, State law requires the local government to provide ample opportunities for public participation to best ensure that the document reflects community goals and sentiments. As described in this other latter section of each Covina General Plan Element, the City of Covina has recognized the importance of community input in revising the General Plan document through achieving interaction among City staff, the Planning Commission, the City Council, and Covina residents, property owners, business persons, and local groups. Specifically, the views and desires of the community were ascertained by City staff by distributing questionnaires, conducting public forums, preparing television commercials, distributing flyers at City Hall and around the community, and preparing press releases and articles in various newspapers and City publications. In addition, City personnel received numerous comments from the public at City Hall in the course of site-specific project reviews, met with what was called the General Plan Update Committee, which was comprised of City Council and Planning Commission members, and came together with various City advisory bodies. The public comments ascertained from these and other measures were carefully studied by City staff and incorporated into the body of data and information that was used in identifying certain issues and in subsequently developing goals, objectives, policies, plans, and programs/implementation measures. Copies of the Draft Covina General Plan as well as the accompanying Environmental Impact Report (EIR) had been distributed to interested individuals and organizations and to required agencies. Moreover, as previously stated, copies were made available for public review at the Covina Public Library and at the Community Development Department, Planning

Division at Covina City Hall. And additional public involvement has been encouraged through the Planning Commission and City Council public hearing processes.

8. **Monitoring Element Implementation** – Once the General Plan is adopted, the City must implement and monitor its application over time. The last section of each Element of the Covina General Plan discusses this process as required by State law and is important to ensure that the Element is implemented as proposed or that any identified problems with respect to policies, programs/implementation measures, or other matters are adequately handled. Here, the City states its intention to fulfill the monitoring obligation by following the General Plan in making decisions and preparing a mandatory annual report for the Planning Commission and the City Council on the status of the General Plan.


Glendale
Pasadena
210 FWY
(San Gabriel Valley)
COVINA
10 FWY
West Covina
Pomona
60 FWY
605 FWY
Los Angeles
Los Angeles County
San Bernardino County
Orange County
5 FWY
57 FWY
Anaheim
Long Beach
Santa Ana
Pacific Ocean

COVINA REGIONAL LOCATION

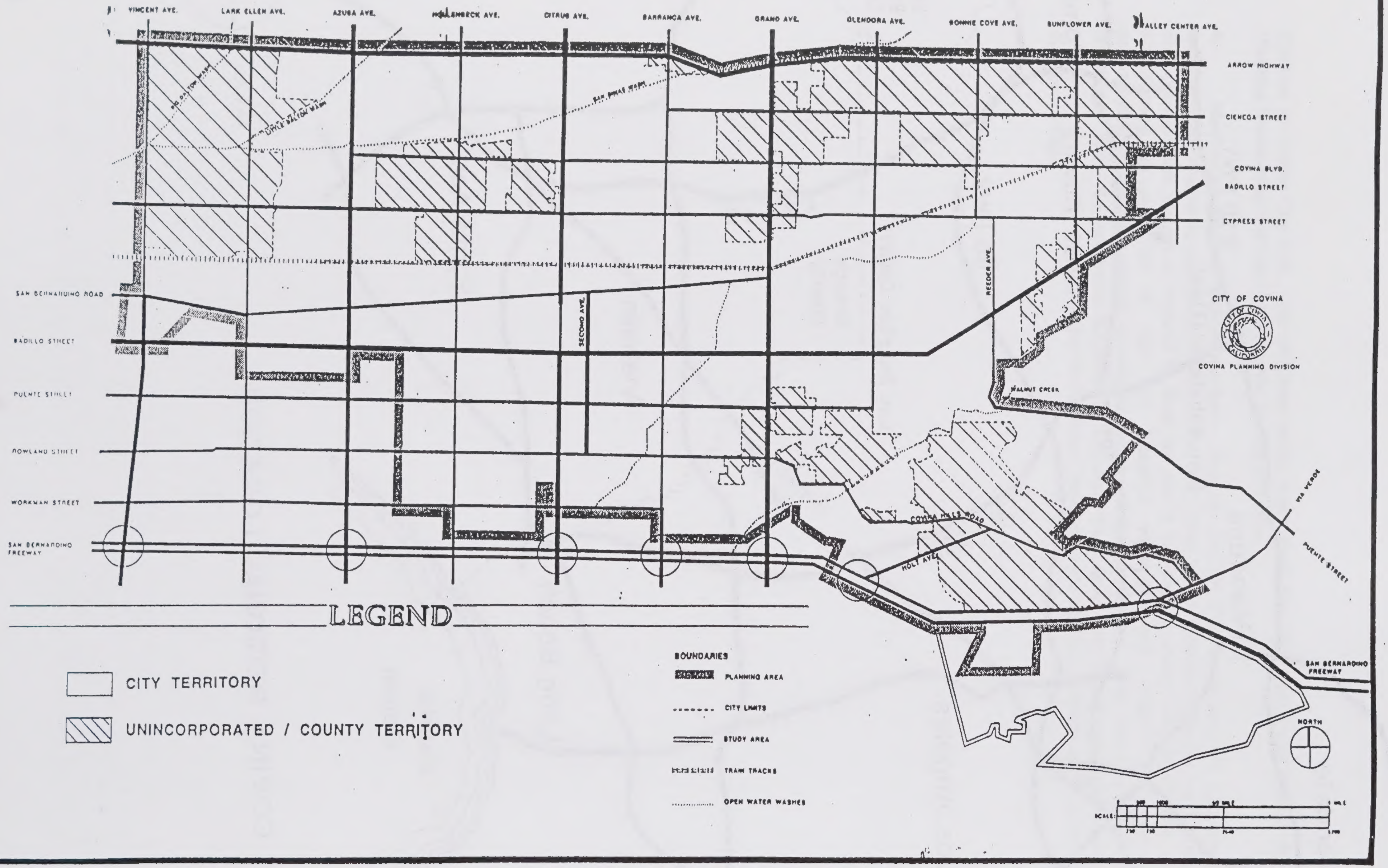
N.T.S.

N

MAP 1

COVINA GENERAL PLAN

DEMARCATION OF CITY AND UNINCORPORATED TERRITORIES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COVINA BLVD.
BADILLO STREET
CYPRESS STREET
SAN BERNARDINO ROAD
BADILLO STREET
PUENTE STREET
ROWLAND STREET
WORKMAN STREET
SAN BERNARDINO FREEWAY
BIG DALTON WASH
LITTLE DALTON WASH
SAN DIMAS WASH
SECOND AVE.
REEDER AVE.
WALNUT CREEK
COVINA HILLS ROAD
HOLT AVE.
VIA VERDE
PUENTE STREET
SAN BERNARDINO FREEWAY
CITY OF COVINA
COVINA PLANNING DIVISION
NORTH
SCALE:
LEGEND
CITY TERRITORY
UNINCORPORATED / COUNTY TERRITORY
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
TRAIN TRACKS
OPEN WATER WASHES

MAP 2

COVINA
GENERAL PLAN
LAND USE
ELEMENT

COVINA
GENERAL PLAN
LAND USE
ELEMENT

PREPARED BY
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF

APPROVED BY PLANNING COMMISSION - March 14, 2000
APPROVED BY CITY COUNCIL - April 18, 2000

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EXECUTIVE SUMMARY

Land use is the central General Plan Element. The Land Use component correlates land use and related issues among all Elements and is the most frequently referenced General Plan section. The backbone of the Land Use Element is a Land Use Plan, comprised of a map and accompanying explanatory text, that must show and define the proposed or long term general distribution/location and development intensity of residential, commercial, industrial, and other uses, such as parks, schools, and public buildings. "Development intensity" refers to residential density (correlation of the number of dwelling units for each acre of land and the average number of persons for each dwelling unit) and commercial and industrial floor area ratio (the ratio of building floor area to total site area).

The Land Use Plan, which establishes the foundation for administering zoning, subdivision, and other, more site-specific and day-to-day oriented tools regulating development and uses, is based on as well as supplements and implements the related goal and the objectives and policies. By illustrating where and to what extent various uses will be distributed around the community, the Land Use Element, therefore, serves as the cornerstone of the community's General Plan program and building standards, as the chief land use policy tool, and as a blueprint for future physical development. The Element also functions as the primary vehicle for addressing applicable State and regional land use- and development-related statutes, goals, and policies. In other words, the Land Use component serves as the basis for local decision-making and actions on all growth and revitalization matters. And, as previously stated, another key purpose of the Land Use Element is to serve as a framework for objectives, policies, and standards in all required General Plan topical chapters. Land Use is particularly intertwined with the Circulation, Housing, and Safety chapters (refer to below-noted State General Plan Guidelines for clarification).

Much of the land use-related background information and facts and analysis of data for this Element appear in the Land Use Study, an all-inclusive compilation of Covina's existing land use and development resources, characteristics, and issues. Though separate, the Study is legally part of the Land Use Element process. Most topics in this Element are referenced and detailed in the Study, a format that eliminates redundancies and facilitates Land Use Element implementation by emphasizing and clarifying goals, objectives, policies, the Land Use Plan, and programs/implementation measures, the most important components.

The entire contents of the Land Use Element are based on State planning law requirements (Section 65302(a) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their land use and development issues in a manner tailored to local conditions and circumstances. The Covina Land Use Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which indicates a strong, diversified economic base. Although the community is almost entirely built out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat, though has a hilly enclave in the southeastern area (Covina Hills), and contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study for more information on location, character, and the Covina Planning Area.

The Land Use Element document is comprised of eight chapters: Background; Overview of Key Existing Land Use Issues; Goal, Objectives, and Policies; Land Use Plan; and Programs/Implementation Measures.

Concluding sections include: Relation to and Consistency With Other General Plan Elements; Citizen Participation in Land Use Element Formation; and Monitoring Land Use Element Implementation. The Land Use Study-based "Issues" chapter serves as the foundation for the Element's goal, objectives, policies, and Land Use Plan. Issues typically address matters ranging from physical development and land use to community image and appearance to economic and social conditions and in this document are discussed according to the following five-topic framework:

1. The type and amount of future development and redevelopment activities.
2. Land use categories, quantities, standards, distribution, and compatibility.
3. Community image and appearance.
4. Economic and social conditions.
5. The provision of public facilities and services.

The Element addresses Covina's various land use issues through what the City believes is a sufficient and viable policy orientation, Land Use Plan, and program framework, the three most important areas. The policy orientation, first of all, is comprised of a general land use goal and several objectives and policies that, along with the accompanying Land Use Plan and programs, function as a bridge between where Covina is (which is clarified in the previous "Issues" chapter and the Land Use Study) and what type of city it wishes to become. In other words, the goal and objectives and policies, as stated above, guide decision-making and actions on all land use and development matters. The Land Use Element goal is:

> A physical environment that provides for the housing, employment, business, service, recreational, social, educational, cultural, and entertainment needs of and maintains and enhances a high quality of life for its residents.

Policies are presented under six objectives, each of which, like the structure of the above issues, pertains to a different topic area. The policy areas are:

1. A climate where moderate residential, commercial, and industrial development and redevelopment are accommodated.
2. An adequate amount and distribution of and compatibility of adjacent land uses throughout the community.
3. A community that is attractive and maintains a good image and small-town atmosphere.
4. Economic and social vitality in all areas of the community.
5. The provision of sufficient public facilities and services.

Generally, the various policies that are presented under the five objectives focus on: maintaining the existing land use distribution and Covina's low rise/low intensity character; accommodating moderate residential growth of various types for all economic segments, though limiting the rate of higher density apartment and condominium/townhouse construction; preserving existing commercial and industrial areas and maintaining and facilitating the expansion and/or revitalization of businesses for employment, community image, and sales tax enhancement purposes; and maintaining the downtown as a key economic and social center of the City by promoting commercial revitalization and mixed use developments via "urban village" or livable cities concepts and by encouraging better linkages to the Metrolink Commuter Train Station. Other policy orientations deal with: preserving the very low density character, sensitive environmental resources, and natural appearance of Covina Hills by minimizing future grading and development; protecting existing parklands and open space resources from conversion to other uses; attempting to preserve structures, resources, and/or areas that are of local historic and/or architectural significance; and discouraging illogical, conflicting, and/or peculiar land use arrangements. Final key policy orientations pertain to: following reasonable residential density and commercial and industrial floor area ratio provisions; maintaining appropriate development standards, design provisions, and inspections to ensure the safety, functionality, and attractiveness of development; ensuring that all properties and uses are physically, aesthetically, and functionally maintained to retain community appearance, image, and stability; and accommodating future growth, redevelopment, and revitalization with adequate public facilities, with sufficient community services, and that respect physical and environmental resources and constraints.

The Covina Land Use Plan, which is based on and augments the Land Use Element's goal and objectives and policies, is the cornerstone of the Element process. The Plan, as stated above, establishes and divides the community into districts that identify the permitted types of uses, building character, and extent of new and remodeled development, is comprised of nine land use categories, the primary ones of which are three residential, two commercial, and one industrial designations. Land use categories have been selected and applied in a manner that best meets existing and future local conditions, circumstances, and needs, and the overall land use strategy is based heavily on previously existing conditions. The following categories comprise the Land Use Plan:

A. Residential

  1. Low Density
  2. Medium Density
  3. High Density

B. Commercial

  1. General
  2. Town Center

C. Industrial

D. School

E. Park

F. Open Space

The "Residential" use hierarchy thus consists of "Low" (0 - 6.0 dwelling units per net acre of land), "Medium" (6.1 - 14.0), and "High" (14.1 - 22.0) groupings. "Low Density" refers primarily to single-family detached houses, the dominant land use category, which pervades throughout the community. The "Medium" and "High" classifications accommodate apartments, condominiums/townhomes, and mobile homes, and the two categories are generally oriented in and around the downtown and in various neighborhoods. Moreover, the "Commercial" land use hierarchy is, as illustrated above, comprised of "General" (maximum floor area ratio 1.5) and "Town Center" (maximum floor area ratio 2.5) categories. "General Commercial," the chief commercial designation, refers to an array of uses and building types, including retail, office, and services, and pervades in various districts generally along the major streets or at primary street intersections. On the other hand, the "Town Center" category pertains to the downtown area only. This designation allows for limited, specialized commercial and mixed uses that are intended to best address the downtown's unique character, development pattern, and needs. Finally, the City's "Industrial" land use category, which exists generally along or near the Metrolink Commuter Railroad Line and at various stretches of San Bernardino Road and Arrow Highway, has been created to permit light manufacturing, processing, assembly, warehousing, and related activities plus ancillary administrative offices. For economic development purposes, the Land Use Plan is comprised of what is believed to be, for a suburban community, a relatively large percentage of commercial and industrial land (over 12% for the Planning Area). Nevertheless, Covina is envisioned to remain a primarily residential city.

Despite the fact that, as stated above, the Land Use Plan is based heavily on previously existing conditions, in order to ensure goal and objective realization and to best meet community needs and desires, minor changes in land use allocations and development intensity standards have been made. For example, the "Medium" and "High" density limits have been reduced. Considering existing City boundaries, the Plan calls for theoretical dwelling unit and household population counts of, respectively, 17,905 units (11.8% increase over 1992 figure) and 49,149 persons (a rise of 14.7%). But typically, actual build-out numbers are 80% of theoretical capacity. Notwithstanding this fact, the Covina Land Use Plan's land use hierarchy and development intensity framework underscore the community's commitment to moderate growth and revitalization/redevelopment for above-noted reasons like economic development, housing accommodation, and image and appearance enhancement.

Covina's land use proposal is described on two maps, a primary land use and circulation route diagram, which is comprised of the previously noted land use-related facts, and a map that shows the location of public facilities, such as City Hall, the local library, and fire stations. The City believes that separating public facilities from the primary Land Use Map clarifies the overall land use strategy and related policies. Basically, the Map shows all existing resources. In accordance with established objectives and policies, new facilities are not indicated but are to be considered as future growth occurs and as circumstances would strongly warrant consideration thereof. This approach is particularly applicable to schools, parks, and public safety.

Land Use Element programs/implementation measures are important because, as again stated above, they supplement as well as ensure the realization of the goal, objectives, policies, and Land Use Plan. The programs thus serve as a key implementation mechanism. Several programs are presented, some of which currently exist and others that would commence upon Land Use Element adoption. The programs are divided into the following three areas:

1. Codes, standards, and plans.

2. Procedural matters.

3. General administration.

Within the above framework, a variety of land use programs are presented. For example, existing, important measures, such as Zoning, Design Guidelines, Subdivision Ordinance, and Capital Improvement Program, Code Enforcement, and (development application) Site Plan Review, are to be continued and, where necessary, revised to achieve consistency with the updated General Plan. The City's Planned Community Development (PCD) process, which facilitates all types of development to best reach community goals and objectives, is to be maintained and sanctioned as well. In addition, many new measures are proposed to better address Covina's land use and development needs. These programs generally build upon the above-noted policy foundation and include such measures as allowing building intensity to be increased beyond the basic limits if the project affords the City with major benefits; promoting the maintenance and expansion of commercial and industrial areas for economic development purposes; studying future development projects and trends to ensure overall community service and infrastructure adequacy; exploring potential positive impacts from the Metrolink Commuter Train Station; and establishing a framework for reviewing and revising the General Plan.

As previously mentioned, the Land Use Element concludes with sections discussing the relation of the Land Use Element to and consistency with other General Plan chapters, citizen participation in Land Use Element formation, and monitoring Land Use Element implementation. Relating to the first chapter, as required by State law, the Land Use Element has been prepared in a manner consistent with all other

General Plan sections. For example, the land use and development framework, population and housing unit build-out projections, and goal, objectives, policies, and programs employed here reflect and conform to the circulation and transportation systems of the Circulation Element and the housing construction- and preservation-related provisions of the Housing Element. Furthermore, because the City has updated all General Plan components simultaneously, one common data and information foundation, based on the same community input and data and analysis activities, has been used for the entire project. This has ensured inter-Element goal, objective, policy, and program consistency and therefore will greatly assist in overall General Plan implementation as well.

Moreover, in the Land Use Element update process, local governments must conduct citizen participation activities to ensure that the views of all residents are addressed and considered. The City has complied with this requirement through developing and distributing questionnaires, conducting public forums, preparing a cable television commercial on the General Plan update and forums, creating and distributing update flyers and handouts, and publishing press releases and articles in various newspapers and City brochures. Other more general measures/activities have been employed as well. Also, the community received numerous comments from representatives of other public or quasi-public agencies, such as school districts, utility companies, regional agencies, and adjacent municipalities as well as local civic organizations. All public comments elicited through the various citizen participation measures have been carefully studied by the City and incorporated into the body of data and information that was used in identifying and discussing issues and, therefore, in developing the applicable goal, objectives, policies, and programs/implementation measures.

In addition, again in accordance with State planning law, the City will monitor all major aspects of Land Use Element implementation to verify continual inter-Element consistency and to ensure that the policies and programs of the Land Use chapter are carried out effectively and that needs are adequately addressed so that the desired Element goal and objectives are met. Monitoring is to be handled through providing annual reports to the Planning Commission and City Council and through related actions. Any identified problems, deficiencies, or underutilized policies or programs will be carefully studied and appropriately handled. Because Land Use is the central General Plan chapter, monitoring in this area is particularly important.

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I. INTRODUCTION/BACKGROUND

Land Use is the central General Plan Element. The Land Use component correlates Land Use and related issues among all Elements and is the most frequently referenced General Plan section. The backbone of the Land Use Element is a Land Use Plan, comprised of a map and accompanying explanatory text, that must show and define the proposed or long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. Also, parks and open space, schools, public buildings, (any) waste disposal facilities, and areas subject to flooding have to be shown as well. "Development intensity" refers to two types of building concentration standards applicable to residential and nonresidential structures. Regarding residential buildings, intensity means the correlation of the number of dwelling units for each acre of land and the average number of persons for every dwelling unit (for each density subcategory of a particular Land Use classification hierarchy, such as "low" and "medium"); commercial and industrial intensities refer to floor area ratio (the ratio of building floor area to total site area).

The Land Use Plan itself is based on and implements the related goal and the objectives and policies. By illustrating where and to what extent various uses will be distributed around the community, the Land Use Element, therefore, serves as the foundation of the community's General Plan program and building standards, as the chief land use policy tool, and as a blueprint for future physical development. The Element also functions as the primary vehicle for addressing applicable State and regional land use- and development-related statutes, goals, and policies. In other words, the Land Use component serves as a basis for local decision-making and actions on all growth and revitalization matters.

When defining the function of the General Plan Land Use Element, it is important to describe the relation between the Element and the Zoning Ordinance. General Plan Land Use designations, as stated above, are oriented toward the future, while Zoning classifications indicate current use and intensity standards. Zoning provides a basis for day-to-day Land Use decisions and implements the General Plan by enabling the Plan's goals, objectives, and policies to be realized. For any property in a jurisdiction, General Plan and Zoning designations (again, such as "residential" or "open space") typically must be consistent, variations being allowed only when explained/justified in the plan text, though the number of General Plan and Zoning use categories need not be identical. Although parcel-specific designations for both maps must be identifiable, in cases such as the location of a proposed/future public facility, the plan may show the facility's general location only.

Considering the fact that the Land Use Element serves as a framework for objectives, policies, and standards in all required General Plan topical chapters or Elements, Land Use contents and policy direction are related to Circulation, Housing, and the three other mandatory Elements (Natural Resources and Open Space, Noise, and Safety). Land Use is, however, most closely intertwined with the Circulation, Housing, and Safety chapters. There is a close tie to Circulation because a plan's street network and related components must be consistent with and support the proposed Land Use development scenario. In relation to Housing, the Land Use Element establishes the residential use categories and development intensities that serve as the foundation for the Housing Element and its State-required, ambitious housing program (refer to the Housing Element and accompanying Housing Study for clarification). Moreover, the Land Use Element is related to the Safety Element in that the former must identify flood-prone areas, which is an important consideration and expanded upon in the latter chapter.

Much of the Land Use-related background information and facts and analysis of data for this Element appear in the Land Use Study, an all-inclusive compilation of Covina's existing Land Use and development resources, characteristics, and issues. Though separate, the Study is legally part of the Land Use Element process. Most topics in this Element are referenced and detailed in the Study, a format that eliminates redundancies and facilitates Land Use Element implementation by emphasizing and clarifying goals, objectives, policies, the Land Use Plan, and programs/ implementation measures, the most important components. In other words, the two-document structure allows for this Element to focus on policy orientations and program directives, key portions that could be obscured if interspersed with too much background data and analysis. It is believed that this organization best addresses State and regional Land Use and development statutes, goals, and policies and local conditions and desires.

The entire contents of the Land Use Element are based on State planning law requirements (Section 65302(a) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on General Plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their land use and development issues in a manner tailored to local conditions and circumstances. The Covina Land Use Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

The Covina Land Use Element is divided into eight chapters. Following this Background chapter, the second section presents an overview of Covina's existing land use issues, with a great deal of reference made to the underlying Study. The third area details the Land Use Element's primary goal and related objectives and policies, which, as implied above, bridge the gap between where the City is and what type of community it wishes to become. Section number four describes the Land Use Plan, which, again, serves as the foundation for this Element. The fifth chapter presents the programs/implementation measures, a key area that supplements and ensures fruition of the goal, objectives, policies, and Land Use Plan. Programs, like general policies and the Land Use Plan, thus guide planning and development decisions and actions. Sections six, seven, and eight conclude the Land Use Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Land Use Element implementation.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which indicates a strong, diversified, economic base. Although the community is almost entirely built-out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat, though has a hilly enclave in the southeastern area (Covina Hills), and contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study for more information on location, character, and the Covina Planning Area.

II. OVERVIEW OF KEY EXISTING LAND USE ISSUES

A. General

This chapter lists the key Covina land use issues, which have been expanded on from Section "K" of the background Land Use Study. All issues have been ascertained by the City, based on Covina's overall land use-related facts, trends, characteristics, and citizen input, and are important because they clarify key land use matters warranting attention. Issues also form the basis for the below-described goal, objectives, policies, the Land Use Plan, and programs/implementation measures. Refer to the Land Use Study for clarification on these issues and needs and for underlying data and information. (In addition, see the Housing Study and accompanying Element for an expanded listing on matters relating to housing.)

B. Key Existing Land Use Issues

The land use issues are presented within the following five-topic framework:

1. The Type and Amount of Future Development and Redevelopment Activities.
2. Land Use Categories, Quantities, Standards, Distribution, and Compatibility.
3. Community Image and Appearance.
4. Economic and Social Conditions.
5. The Provision of Public Facilities and Services.

For each topic, the issues are listed in no particular order. It should also be noted that the issues and associated topics are not mutually exclusive.

1. The Type and Amount of Future Development and Redevelopment Activities.

a. Accommodating growth and revitalization that is consistent with established land use patterns, revised General Plan and Zoning intensity and development standards and policies, and applicable provisions of any other City plans and that respect local and regional physical, infrastructure, service, and environmental constraints.

b. Maintaining and/or accommodating the expansion of existing and accommodating new commercial and industrial businesses as a high priority for reasons pertaining to employment, sales tax generation, and related economic development benefits and City image enhancement.

c. Encouraging the capturing of a greater variety of retail stores, shops, and restaurants to attract more patrons, generate more sales tax, and further improve the community's image.

d. Balancing the City's obligation to provide more housing, within a policy and program framework that meets the intent of the regional "housing needs" accommodation process, with Covina's need to maintain and bolster local economic development efforts in terms of attaining as high a jobs-to-housing ratio as feasible and as great a retail sales generation amount as possible.

e. Paying particular attention to the special needs and character of the downtown through continuing ongoing revitalization activities, attaining a greater variety of retail businesses, establishing better links to the recently-opened Metrolink Commuter Train Station, and promoting mixed use development (including residential on top of commercial) within an "urban village" or livable cities context.

f. Preserving buildings, resources, areas, and/or blocks that are architecturally and/or historically significant.

g. Preserving existing parks and considering accommodating future park development and expansions.

h. Promoting annexations on a planned rather than piecemeal basis as a means of facilitating development or establishing logical City boundaries and, where feasible and acceptable to the City, promoting changes to Covina's Sphere-of-Influence limits.

i. Promoting lot consolidation in the development process, particularly pertaining to apartment/ condominium or commercial complexes, as a means of facilitating building and zoning standard compliance.

j. Restricting development of large, underutilized "R-1"-designated properties in single-family detached neighborhoods to single-family homes.

k. Handling future closures of public or quasi-public facilities, such as schools and utility sites, from a development standpoint.

l. Accommodating in the development process, to the greatest extent practical, applicable provisions of various Federal, State, and regional plans dealing with air pollution, traffic congestion, waste generation, polluted water runoff, and other environmental problems, with an emphasis on reducing single occupant vehicle trips.

m. Recognizing the City's obligation to maintain and accommodate a variety of housing types for all economic segments.

n. Acknowledging various physical, environmental, economic, market, and local policy constraints that will affect the City's ability to attain certain types and quantities of development, particularly lower income housing.

2. Land Use Categories, Quantities, Standards, Distribution, and Compatibility.

a. Selecting an appropriate overall land use classification, particularly residential density and commercial and industrial intensity standards, that reflect existing and desired scales of development and community desires, that will preserve the predominantly low-rise, low-to-medium density/intensity character of Covina's neighborhoods, and that will allow for moderate future growth.

b. Maintaining the present general amount, distribution, and intensity of residential, commercial, and industrial uses so that existing and future residents, workers, and shoppers are adequately served and so that housing and economic development obligations are best considered.

c. Ensuring that future, major land use changes are carefully scrutinized based on a variety of germane factors.

d. Ensuring that future projects adhere to all applicable development and use standards to maintain individual health, safety, and welfare and to guarantee implementation of long-term General Plan goals, objectives, and policies and applicable regional planning mandates.

e. For economic development, community reputation and image maintenance and enhancement, and other reasons, continuing to accommodate new and expanded commercial and industrial developments in an appropriate manner, particularly ones that do not unreasonably physically or environmentally encroach onto residential neighborhoods.

f. Monitoring and, if possible, best exploiting land use, traffic, and circulation impacts associated with the recently opened Metrolink Commuter Train Station, particularly in relation to the downtown.

g. Dealing with residential blocks in transition from old, single-family homes to medium or high density developments.

h. Dealing with existing illogical or peculiar land use arrangements, such as "isolated" apartments, condominiums, and commercial properties.

i. Handling land use conflicts/problems in County areas.

j. Dealing with and eliminating existing use and development standard inconsistencies between the Zoning Ordinance and the previous General Plan.

k. Dealing with existing nonconforming uses, such as old dwelling units in commercial and industrial areas.

l. Dealing with new residential uses and density proposals, such as granny flats/second units, mixed use complexes (residential and commercial, generally pertaining to the downtown and linked to existing revitalization activities and the Metrolink Commuter Train Station), and projects built with State-defined density bonuses.

m. Accommodating sufficient land use quantities for the preservation and development of lower and moderate income housing.

n. In accordance with State law, accommodating in single-family detached residential areas various small-scale uses, such as child day care centers and group homes.

o. Designating appropriate areas to accommodate miscellaneous State-mandated facilities, such as hazardous waste disposal sites and homeless shelters.

p. Protecting residents and the local environment from potentially adverse impacts associated with industrial operations.

q. Handling future closures of public or quasi-public facilities, such as schools or utility sites, from development and land use compatibility standpoints.

r. Handling potentially negative incursions from projects in adjoining jurisdictions.

s. Protecting single-family detached neighborhoods from perceived medium- and high-density residential and nonresidential encroachments.

3. Community Image and Appearance

a. Maintaining the current general distribution and intensity of established land uses and maintaining and strengthening Covina's abundance and mix of commercial and industrial businesses, particularly high sales tax and employment and/or vibrant retail activities.

b. Preserving the predominantly low-rise, low to medium intensity character of Covina's residential neighborhoods and commercial districts.

c. Dealing with the rising incidence of deteriorating and dilapidated residential properties, particularly aging apartments, and illegally constructed dwelling units, through effective housing-related code enforcement measures and procedures.

d. Dealing with the rising incidence of deteriorating and unkempt commercial and industrial properties through effective general code enforcement measures and procedures.

e. Dealing with graffiti through a successful clean-up program.

f. Enhancing the quality of life and safety for Covina residents, workers, shoppers, and others by enforcing all Zoning and Building Code standards and Design Guidelines provisions to ensure, among other things, architectural and site design efficiency and structural adequacy.

g. Maintaining the attractiveness and condition of all streets and other public improvements and public landscaping.

h. Preserving the sensitive environmental resources and the rural, low density character of the Covina Hills area.

i. Protecting single-family detached neighborhoods from perceived or actual medium- and high-density residential and non-residential encroachments.

j. Preserving buildings, resources, areas, and/or blocks that are architecturally and/or historically significant.

k. Preserving locally-determined significant public and private streets.

l. Ensuring that any State-mandated facilities, particularly hazardous waste disposal sites, are situated and sufficiently buffered such that public health and safety are not impaired.

4. Economic and Social Conditions.

a. Focusing on economic development, in terms of maintaining and, where possible, expanding existing and attracting new commercial businesses, particularly viable retail activities, for sales tax generation and employment as well as City name recognition purposes.

b. Achieving a land use plan and accompanying standards that afford the City with maximum fiscal benefits and that best represent existing and desired conditions and best provide for moderate growth.

c. Focusing on the downtown as a key economic and social center of Covina and, accordingly, continuing with ongoing public and private revitalization activities, better linking the district to the new Metrolink Commuter Train Station, and exploring mixed use activities that incorporate pedestrian-friendly, vehicular trip-reducing livable cities concepts.

d. Dealing with changing demographic, social, and economic trends as well as market demand factors that lead to housing problems, such as lower income rent overpayment, overcrowding, illegally constructed dwelling units, and property maintenance insufficiencies, and that lead to changing household formations.

e. Dealing with the City's obligation to preserve and create lower and moderate income housing.

f. Striving to maintain/permit moderate growth in an era of rising land values and concomitant land use intensification pressures.

g. Balancing the City's obligation to provide more housing with the need to maintain and bolster economic development efforts, such as commercial and industrial preservation and expansion.

h. Dealing with rising crime and gang activity problems to diminish their potential negative impacts on Covina.

5. The Provision of Public Facilities and Services.

a. Accommodating future growth with an adequate and functional street system, particularly from the standpoint of addressing existing design and capacity deficiencies.

b. Accommodating future growth with adequate general public facilities, such as water mains, parks, and schools.

c. Providing new and improved City-administered infrastructure through cost-effective approaches.

d. Dealing with Covina's existing park/open space deficiency and deciding whether and, if so, how future park expansion and development should be pursued, where future parks and park expansions should be located, and how big they should be.

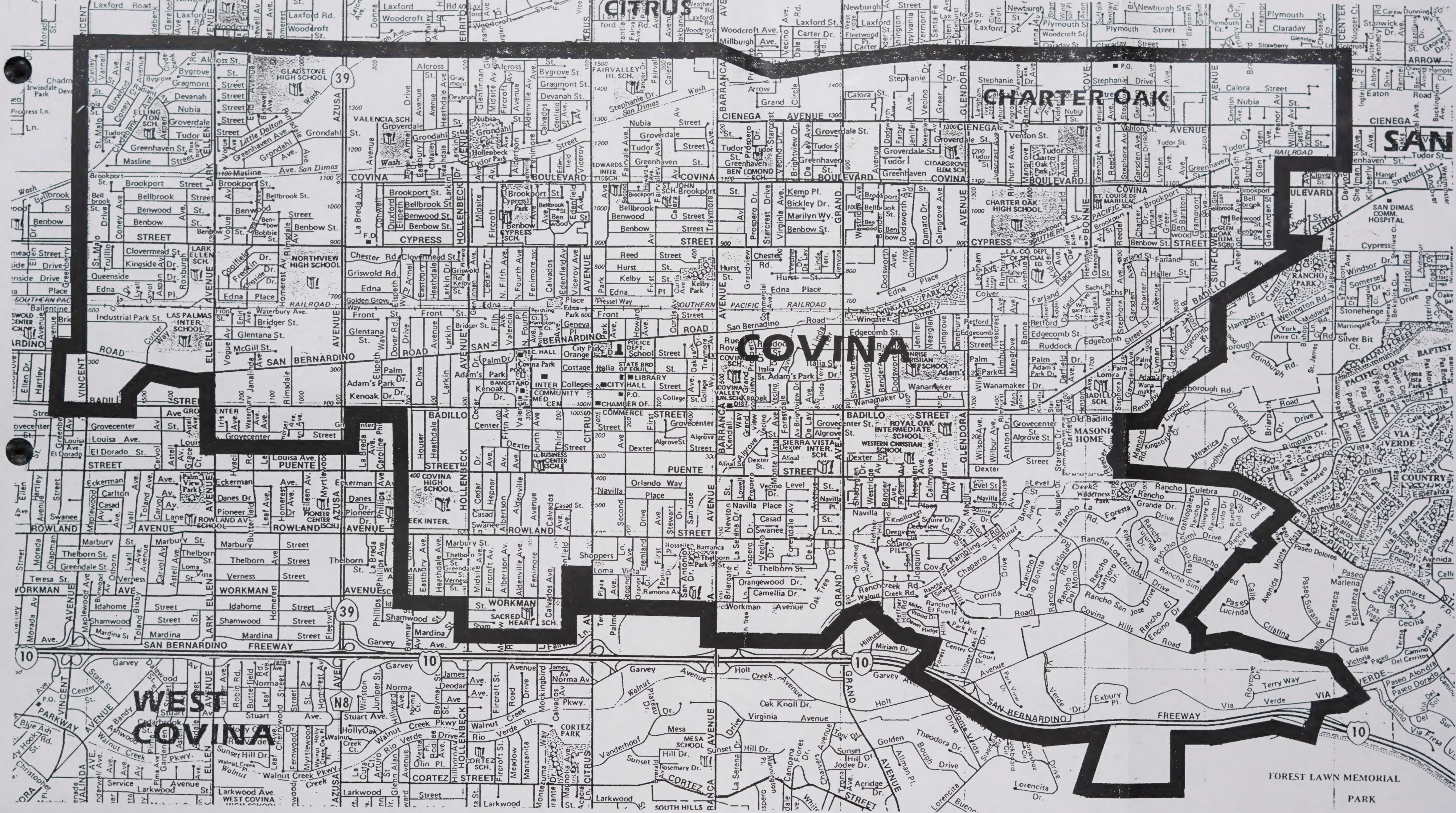
e. Accommodating future growth with adequate City services, particularly public safety.

f. Exploring new funding sources for financing infrastructure/public facility improvements.

PICTURE 1. VIEW OF GRAND AVENUE, LOOKING SOUTH FROM NEAR SAN BERNARDINO ROAD. GRAND AVENUE IS A MAJOR NORTH-SOUTH RUNNING STREET THAT SUPPORTS LAND USE ACTIVITIES.

CITY HALL
125

PICTURE 2. FRONT ENTRANCE TO COVINA CITY HALL. CITY HALL IS LOCATED IN DOWNTOWN COVINA, A PRIMARY PHYSICAL, SOCIAL, AND ECONOMIC CENTER OF THE COMMUNITY.


CITRUS
CHARTER OAK
COVINA
WEST COVINA
SAN
FOREST LAWN MEMORIAL PARK
39
10
N8
0 Feet 1000' 2000' 3000' 4000' 5000'
0 Miles ¼mi. ½mi. ¾mi. 1mi.
0 Kilometers 50km 1km
N

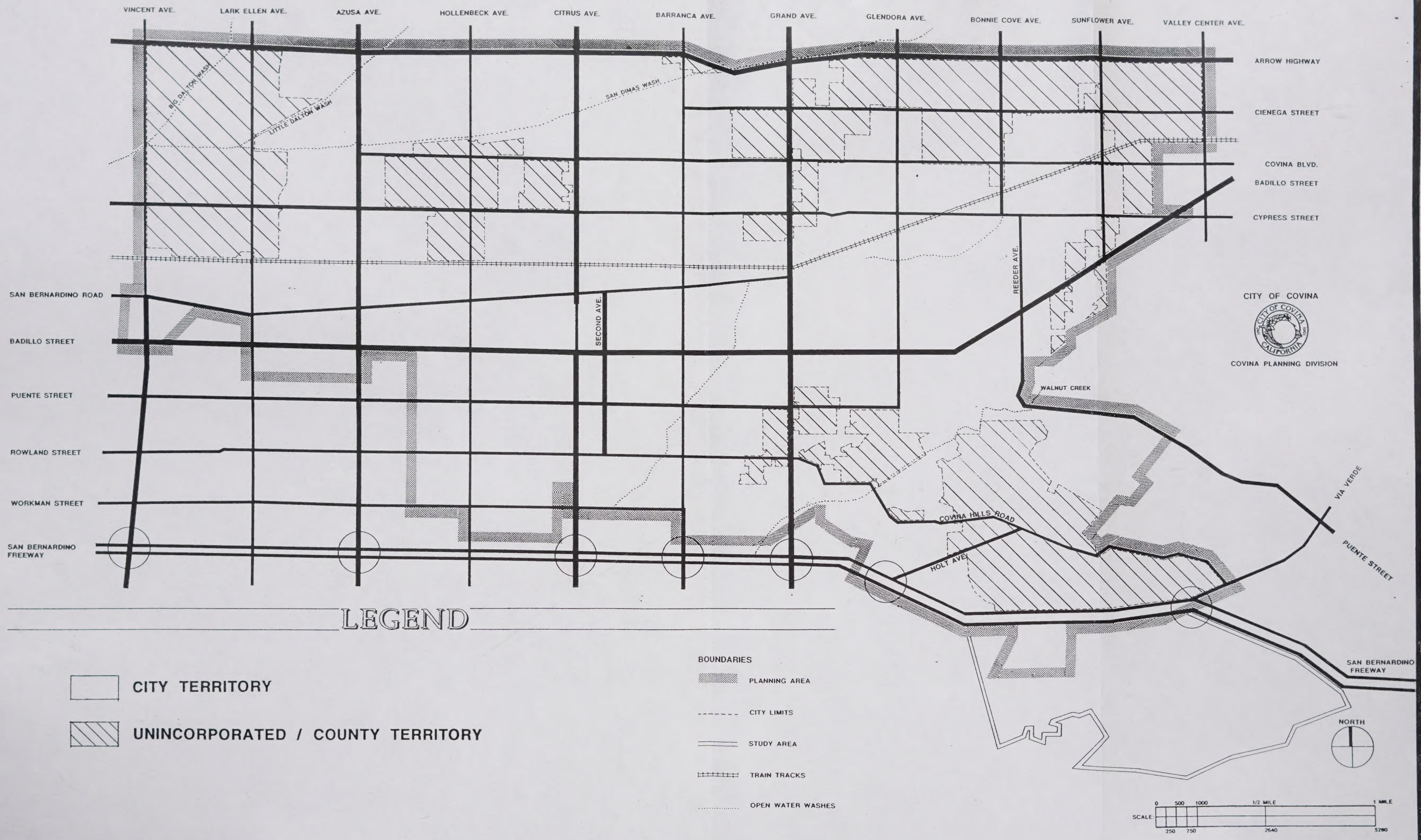
▬ PLANNING AREA BOUNDARY

— - - — CITY LIMITS

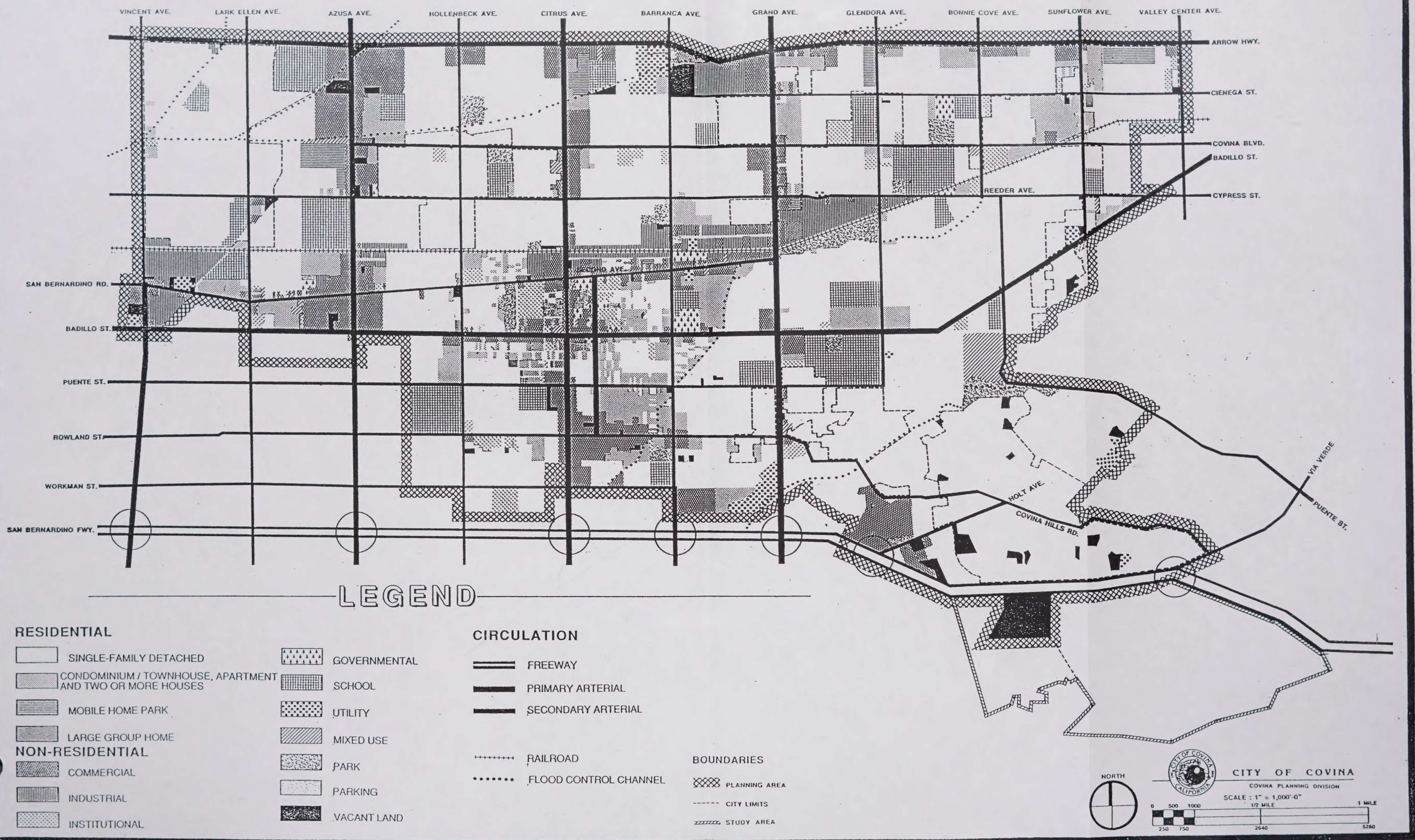
COVINA PLANNING AREA AND CITY LIMITS
1992

COVINA GENERAL PLAN

DEMARCATION OF CITY AND UNINCORPORATED TERRITORIES, 1992


VINCENT AVE.
LARK ELLEN AVE.
AZUSA AVE.
HOLLENBECK AVE.
CITRUS AVE.
BARRANCA AVE.
GRAND AVE.
GLENDORA AVE.
BONNIE COVE AVE.
SUNFLOWER AVE.
VALLEY CENTER AVE.
ARROW HIGHWAY
CIENEGA STREET
COVINA BLVD.
BADILLO STREET
CYPRESS STREET
BIG DALTON WASH
LITTLE DALTON WASH
SAN DIMAS WASH
SAN BERNARDINO ROAD
BADILLO STREET
PUENTE STREET
ROWLAND STREET
WORKMAN STREET
SAN BERNARDINO FREEWAY
SECOND AVE.
REEDER AVE.
WALNUT CREEK
COVINA HILLS ROAD
HOLT AVE.
VIA VERDE
PUENTE STREET
SAN BERNARDINO FREEWAY
CITY OF COVINA
CITY OF COVINA INC. 1901 CALIFORNIA
COVINA PLANNING DIVISION
LEGEND
CITY TERRITORY
UNINCORPORATED / COUNTY TERRITORY
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
TRAIN TRACKS
OPEN WATER WASHES
NORTH
SCALE:
0
500
1000
1/2 MILE
1 MILE
250
750
2640
5280

COVINA GENERAL PLAN EXISTING LAND USE


VINCENT AVE.
LARK ELLEN AVE.
AZUSA AVE.
HOLLENBECK AVE.
CITRUS AVE.
BARRANCA AVE.
GRAND AVE.
GLENDORA AVE.
BONNIE COVE AVE.
SUNFLOWER AVE.
VALLEY CENTER AVE.
ARROW HWY.
CIENEGA ST.
COVINA BLVD.
BADILLO ST.
REEDER AVE.
CYPRESS ST.
SAN BERNARDINO RD.
SECOND AVE.
BADILLO ST.
PUENTE ST.
ROWLAND ST.
WORKMAN ST.
SAN BERNARDINO FWY.
HOLT AVE.
COVINA HILLS RD.
VIA VERDE
PUENTE ST.
LEGEND
RESIDENTIAL
SINGLE-FAMILY DETACHED
CONDOMINIUM / TOWNHOUSE, APARTMENT AND TWO OR MORE HOUSES
MOBILE HOME PARK
LARGE GROUP HOME
NON-RESIDENTIAL
COMMERCIAL
INDUSTRIAL
INSTITUTIONAL
GOVERNMENTAL
SCHOOL
UTILITY
MIXED USE
PARK
PARKING
VACANT LAND
CIRCULATION
FREEWAY
PRIMARY ARTERIAL
SECONDARY ARTERIAL
RAILROAD
FLOOD CONTROL CHANNEL
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
NORTH
CITY OF COVINA
COVINA PLANNING DIVISION
SCALE : 1" = 1,000'-0"
0
500
1000
1/2 MILE
1 MILE
250
750
2640
5280

III. GOAL, OBJECTIVES, AND POLICIES

A. General

As stated in the Introduction above, the land use goal and the objectives and policies of this key General Plan chapter are particularly important because, along with the below-presented Land Use Plan and programs/implementation measures, they serve a central direction-setting function concerning and as the chief tools with respect to evaluating and making decisions and conducting actions on all land use and development matters. The goal, objectives, and policies, again as previously indicated, are based on the community's key land use issues (listed in the previous chapter) and on a detailed description and assessment of Covina's land use features and conditions (presented in the accompanying Land Use Study), which were both identified by City staff and ascertained through public comment. In theory, then, the three terms (as well as the Land Use Plan and programs/implementation measures) bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. An objective, on the other hand, is similar to a goal but more specific in focus. Several objectives generally "branch off" or clarify the state or direction to which the goal leads. Lastly, a policy is a statement that is based on one or more objectives and most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

B. Goal, Objectives, and Policies

In applying the three terms to Covina, one goal and five objectives, covering various areas pertaining to land use, are utilized as the overall framework. Each objective is expanded upon with several policies. The goal is:

> A physical environment that provides for the housing, employment, business, service, recreational, social, educational, cultural, and entertainment needs of and maintains and enhances a high quality of life for its residents.

The remainder of this chapter is devoted to the objectives and policies, which, it should be noted, are listed in no particular order. The five land use objectives are:

1. A climate where moderate residential, commercial, and industrial development and redevelopment are accommodated.
2. An adequate amount and distribution of and compatibility of adjacent land uses throughout the community.
3. A community that is attractive and maintains a good image and small-town atmosphere.
4. Economic and social vitality in all areas of the community.
5. The provision of sufficient public facilities and services.

The objectives are not mutually exclusive, and, therefore, several policies from different groupings are similar or identical. This is particularly common pertaining to the first two objectives, which are closely intertwined. Areas "A" and "B" also are divided according to residential, commercial, and industrial uses to facilitate implementation. It should be stated that the goal, objectives, and policies are applied on a citywide basis, unless expressly stated otherwise.

C. Objective 1

A climate where moderate residential, commercial, and industrial development and redevelopment are accommodated.

1. General Land Use

a. Policies

The City shall:

1) Ensure that the type, location, and intensity of all new and intensified developments adhere to the requirements and standards specified for their particular land use categories and the rest of the General Plan, Zoning, plus any other applicable plans or programs, except where community goals, objectives, and policies are best furthered.

2) Ensure that major land use change proposals, particularly those regarding vacated schools, utility sites, and other institutional surplus properties, carefully consider many factors, including, but not limited to:

a) Land use impacts, on both neighborhood and citywide levels.

b) Street capacity, public facilities, and other infrastructure impacts.

c) Effects on the local circulation, public transportation, and regional circulation/transportation networks.

d) The local economy.

e) The provision of services and utilities.

f) All relevant environmental and physical constraints and resources.

g) Covina's image and character.

h) The quality of life for Covina residents, workers, shoppers, and others.

3) Regard the maintenance and, where appropriate, expansion of commercial and industrial uses as a high priority for reasons pertaining to employment, sales tax generation, and related economic development spillover effects.

4) Accommodate growth that adequately serves existing and future residents, workers, shoppers, and others while protecting their health, safety, and welfare.

5) Accommodate growth that is consistent with current general land use patterns, that maintains existing relative land use quantities, and that respects physical and environmental resources and constraints.

6) Facilitate, through Zoning provisions and applicable procedures, infill development, development of now-underutilized or vacant parcels, and, where necessary, redevelopment of deteriorating

properties, particularly for housing creation and rehabilitation and economic development purposes.

7) Require that new or expanded commercial, industrial, and medium- to high-density residential projects, when adjacent to single-family residences, hospitals, nursing homes, schools, day care centers, and other sensitive uses, incorporate sufficient physical and visual buffers to ensure compatibility. Such buffers shall include, but not be limited to, building setback and architecture, landscaping, walls, and other physical and aesthetic elements and shall adequately protect the single family residences or sensitive uses from noise, light, trash, vehicular traffic, and other visual and environmental disturbances.

8) Discourage illogical, conflicting, or peculiar land use arrangements or land use configurations or uses that could lead to blight and deterioration or induce unlawful or criminal activity, and discourage the excessive continuation of “major” nonconforming uses.

9) Provide for the continuation of existing and development of new or expanded public streets and facilities, storm drains and other infrastructure, parking amenities, and utilities to support the City’s land uses and meet all needs.

10) Preserve the predominantly low-rise, low- to medium-intensity character of Covina’s residential neighborhoods and commercial and industrial districts.

11) Regard the preservation of and protection of single-family detached areas as a high priority.

12) Preserve all existing parks and open space from conversion to other uses and from incompatible encroachments.

13) Be receptive to special residential, commercial, or industrial development applications that would add to the community’s vitality by providing a particular type of needed housing, a well-recognized business or store, or a high sales-tax generating or job-providing operation.

14) Require that future growth, infill, and revitalization activities be consistent with City-adopted positions, policies, and programs regarding regional planning and growth management matters—such as air quality attainment, recycling, hazardous waste management, trip reduction, congestion management, stormwater runoff, water quality, housing, transportation, and circulation.

15) Monitor land use, traffic, and circulation pressures associated with the Metrolink Commuter Train Station near the downtown and best capitalize on potentially beneficial impacts by adopting strategies such as an “urban village” or livable cities concept, incorporating mixed uses (like residential on top of commercial), sufficient businesses, and attractive and functional public and private improvements.

16) Understand and address future land use intensification pressures resulting from population growth, increasing property values, increasing foreign investment, market demand, changing consumer habits, and other factors.

17) Maintain consistency between the Land Use Element and implementation mechanisms including, but not limited to, the Zoning and Subdivision Ordinances, the Design Guidelines, and the Capital Improvement Program.

18) Study and comment on major developments in adjacent jurisdictions and in the County that could generate land use pressures, traffic increases, and other impacts in Covina. Where feasible and reasonable, Covina should encourage General Plan consistency with the portions of adjoining jurisdictions that abut the City’s Planning Area.

19) Whenever possible, promote annexations on a planned rather than piecemeal basis by encouraging the filing of multi-property annexation requests. Action should be taken when appropriate General Plan Amendments, prezoning, and environmental review have been performed.

20) Encourage LAFCO to adjust Sphere of Influence lines when natural landforms, transportation routes, and/or locational factors make Covina an appropriate provider of public services for any non-Sphere area.

21) Enforce all Zoning, Design Guidelines, and related City Code provisions and Code Enforcement procedures and practices, except where community goals, objectives, and policies are best furthered, to maintain individual health, safety, and welfare.

22) Capture all potential benefits resulting from the Metrolink Commuter Train Station, downtown revitalization, Azusa Avenue beautification, and other major programs/efforts.

23) Identify and encourage the retention and preservation of significant architectural, historical, and/or cultural resources, such as the Adams Park residential neighborhood (just west of Covina Park).

24) Balance the City's obligation to provide more housing with the need to maintain and bolster local economic development efforts in terms of attaining as high a jobs-to-housing ratio as feasible and as great a retail sales tax generation amount as possible.

25) Utilize Zoning's Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) as a vehicle for attaining spatially compatible, attractive, functional, and innovative projects, thus facilitating residential and non-residential development and General Plan implementation.

26) Continue requiring developers to mitigate development impacts in the form of street improvements and public dedications as well as other reasonable requirements.

27) Address its park/open space deficiency and attempt to mitigate the problem to the greatest extent possible.

28) Evaluate the potential land use impacts of any newly identified sensitive environmental or geologic resources, particularly new earthquake faults or areas subject to flooding.

29) Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure changes or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential land use and related impacts.

2. Residential

a. Policies

The City shall:

1) Permit development at density ranges and quantities that reflect existing and desired scales of building construction and revitalization in the community, as well as physical and environmental constraints, that address the intent of regional housing obligations, that will allow for moderate future growth, and that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, adequate community services, and utilities.

2) Develop, based on #1 above, maximum future net densities as follows: low, 6.0 dwelling units per acre; medium, 14.0 dwelling units per acre; and high, 22.0 dwelling units per acre. (Net

PICTURE 3. NEWER SINGLE-FAMILY DETACHED HOUSES, AT SUNFLOWER AVENUE AND COVINA BOULEVARD. LAND USE ELEMENT POLICY ENCOURAGES THIS TYPE OF DEVELOPMENT ON REMAINING VACANT PROPERTIES AND SURPLUS INSTITUTIONAL LANDS.

PICTURE 4. TYPICAL OLD AND NEW HOUSING IN DOWNTOWN, NEAR CITRUS AVENUE AND BADILLO STREET. THE GENERAL PLAN SUPPORTS THE CONSTRUCTION OF MULTIPLE-FAMILY COMPLEXES ON UNDERUTILIZED, OLDER SINGLE-FAMILY LOTS, WHERE PERMITTED.

PICTURE 5. AMC 30-PLEX MOVIE THEATRE AT COVINA TOWN SQUARE SHOPPING CENTER, AT AZUSA AVENUE AND ARROW HIGHWAY. THE USE EXEMPLIFIES THE TYPE OF VIBRANT COMMERCIAL REDEVELOPMENT ACTIVITY THAT THE LAND USE ELEMENT SEEKS TO FOSTER.

ARROW-GRAND
BUSINESS PARK
FOR LEASE

PICTURE 6. ARROW-GRAND BUSINESS PARK, NEAR GRAND AVENUE AND ARROW HIGHWAY. LIGHT MANUFACTURING ACTIVITIES SUCH AS THOSE SITUATED IN THE BUSINESS PARK ARE AND WILL CONTINUE TO BE IMPORTANT FOR THE LOCAL ECONOMY AND OVERALL COMMUNITY WELFARE.

density means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

3) Accommodate various new and rehabilitated housing types, such as single-family detached houses, apartments, and condominiums/townhouses, for a variety of existing and future economic segments, including lower and moderate income households, at quantities that address the intent of State and regional/SCAG housing statutes and policies as well as meet Covina Redevelopment Agency affordable housing targets and that do not adversely affect the integrity of established residential areas.

4) Preserve the predominantly low-rise, low- to medium-density character of Covina's neighborhoods.

5) Protect, to the greatest extent possible, single-family detached neighborhoods from incompatible encroachments.

6) Ensure that the overall amount, locations, and timing of development reflect community desires and needs as well as physical and environmental constraints and will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.

7) Preserve the very low density character and sensitive environmental resources of Covina Hills by minimizing future grading, limiting development around Walnut Creek, maintaining large-lot, low density residential as the primary permitted use type, and following the City's hillside and related standards and provisions.

8) Encourage the construction of owner-occupied housing.

9) Encourage that medium- to high-density complexes be developed in appropriately designated areas and replace old, deteriorating residential structures.

10) Whenever possible, encourage lot consolidation for apartment, condominium, and townhouse parcels, particularly substandard properties, as a means of facilitating Zoning and Design Guidelines compliance.

11) Permit only single-family detached residences to be developed on large, underutilized single-family or "R-1"-designated parcels, in single-family detached neighborhoods, to ensure land use compatibility.

12) Permit second units or "granny flats" on single-family lots and State-defined density bonuses and projects built with the City-defined "two for one" dwelling unit provision on medium- and high-density parcels as a vehicle for enhancing the supply of affordable housing.

13) Accommodate in single-family neighborhoods small child care centers, small group homes, and other uses that are mandated by the State and required to address changing social and societal needs.

14) Require, except where community goals, objectives, and policies are best furthered, that both new and remodeled residential developments comply with Zoning and other standards, incorporate adequate amenities, and achieve a high level of architectural and site design quality to ensure a high quality of life for local residents and to ensure long-term building maintenance and viability.

15) Encourage that residential developments incorporate areas or facilities to accommodate State- and regional agency-mandated environmental programs, including, but not limited to, on-site

storage areas for collecting recyclable materials and telecommuting rooms.

16) Ensure, where applicable, that State noise insulation standards are implemented.

17) Where appropriate, consider evaluating the presence and/or effect of electro-magnetic fields relating to land uses within close proximity to electric transmission lines/transformers.

18) Encourage the maintenance of and, where necessary, the improvement of the physical and aesthetic condition of all buildings in all areas.

19) Rehabilitate deteriorating residential neighborhoods, where necessary, such as through the City's proposed Neighborhood Preservation and other ongoing programs.

20) Acknowledge and monitor sites identified in the Housing Element as potentially suitable for affordable housing, in accordance with the regional housing needs accommodation process.

3. Commercial and Industrial

a. Policies

The City shall:

1) Permit development at intensity ranges, site locations, and quantities that reflect existing and desired scales of building construction and revitalization in the community, as well as physical and environmental constraints, that will allow for moderate future growth, and that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, adequate community services, and utilities.

2) Develop, based on #1 above, maximum future net intensities (floor area ratios) as follows: general commercial, 1.5; town center (downtown area), 2.5; and industrial, 2.0. (Net intensity means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

3) Preserve the predominantly low-rise, low- to medium-intensity character of Covina's commercial and industrial districts and corridors.

4) Maintain its variety of functional commercial office, retail, and service businesses for reasons pertaining to employment, sales tax generation, community image enhancement, and jobs-to-housing ratio maximization.

5) Maintain its variety and abundance of viable, small- to medium-size industrial/light manufacturing, processing, assembling, wholesaling, and related operations for reasons pertaining to employment, community image enhancement, and jobs-to-housing ratio maximization.

6) Prohibit "heavy" or industrial-intensive operations and protect residents and the local environment from potentially adverse impacts associated with industrial operations.

7) Accommodate new and expanded commercial and industrial developments, for community economic betterment and image enhancement and related reasons, in a fashion that neither adversely affects the integrity of established commercial and/or industrial areas nor unreasonably encroaches into residential neighborhoods and that does not impose an undue burden on local infrastructure or services.

8) Accommodate new and expanded commercial and industrial developments in a manner that considers various Federal, State, and/or regional planning measures to reduce traffic congestion, air pollution, waste generation, polluted water runoff, and other problems.

9) Ensure that the overall amount, locations, and timing of development reflect community desires and needs as well as physical and environmental constraints and will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.

10) Pay particular attention to the special needs and character of the downtown, continue appropriate economic revitalization, physical enhancement, and use refinement activities that will attain a greater variety of retail businesses, attract more people, and generate more sales tax and overall vitality, and consider incorporating mixed uses within an "urban village" or livable cities concept, including residential on top of commercial, to bolster social and economic activity, to best exploit Metrolink Commuter Train Station proximity, to provide needed housing, and to reduce vehicular trips.

11) Accommodate new or expanded institutional uses, such as hospitals, medical clinics, nursing homes, congregate care facilities, and churches, to meet existing and future needs, providing compatibility with adjacent land uses can be achieved.

12) Maintain new and expanded commercial and industrial uses at areas where they now exist, which are along and around major streets, at larger intersections, in appropriate "pockets," and in particular complexes.

13) Encourage the capturing of a greater variety of retail businesses, including stores, shops, and restaurants, so as to attract more patrons, generate more sales tax, and improve the community's image.

14) Whenever possible, encourage lot consolidation, particularly regarding substandard properties, as a means of facilitating Zoning and Design Guidelines compliance.

15) Require that new and remodeled/expanded commercial and industrial structures comply with Zoning, Design Guidelines, and other standards and incorporate adequate amenities that contribute to a high quality of life for workers and patrons, except in appropriate cases, such as PCD (Planned Community Development) overlay district application, where community goals, objectives, and policies are best furthered.

16) Ensure that all commercial and industrial properties are physically, functionally, and aesthetically maintained, and, if necessary, rehabilitated through the City's proposed Neighborhood Preservation or other ongoing programs.

17) Encourage the revitalization or upgrading of deteriorating commercial and industrial structures through City, Redevelopment Agency, private development, and/or other efforts.

18) Develop a Town Center/Downtown Specific Plan to provide the City with a viable, comprehensive blueprint for making land use, traffic, parking, and redevelopment decisions in light of the district's unique features, uses, and infrastructure, historic resources, and circulation network.

4. Other Uses

a. Policies

The City shall:

1) Attempt to preserve areas of outstanding scenic, historic, and/or cultural value in a reasonable fashion.

2) Preserve existing parklands and discourage possibly incompatible land uses or inappropriate encroachments upon parks and open space resources.

3) Consider developing additional parks of all types and sizes at various areas, with an emphasis placed on locating new facilities in the eastern and western portions of the City and in neighborhoods in and around medium- to high-density developments.

4) Consider preparing and implementing financial mechanisms to develop additional parklands, targeting future and/or existing residents.

5) Ensure that recreational areas and open space in large residential and nonresidential developments are ample in terms of quantity and location, and, where feasible and practical, accessible to the general public.

6) Ensure that school sites and educational facilities are adequate in number, type, and location for existing and future populations.

7) When feasible, cooperate with owners of schools, utility facilities, governmental agency properties, and other uses that are outside of City land use control and monitor their major redevelopment activities.

8) Ensure that hazardous waste and similar facilities are located in appropriate industrial areas and operated in a manner that maximizes public safety.

D. Objective 2

An adequate amount and distribution of and compatibility of adjacent land uses throughout the community.

1. General Land Use

a. Policies

The City shall:

1) Ensure that all developments adhere to the requirements and standards specified for their particular land use categories and the rest of the General Plan plus any other applicable plans or programs, except where community goals, objectives, and policies are best furthered.

2) Maintain the general amount, distribution, and intensity of residential, commercial, and industrial uses so as to adequately serve existing and future residents, workers, shoppers, and others.

3) Regard the maintenance and, where appropriate, expansion of commercial and industrial uses as a high priority for reasons pertaining to employment, sales tax generation, and related economic development spillover effects, as well as community image enhancement.

4) Maintain an adequate amount of and distribution of public and quasi-public facilities.

5) Ensure that major land use change proposals, particularly those regarding vacated schools, utility sites, and other institutional surplus properties, carefully consider many factors, including, but not limited to:

a) Land use impacts, on both neighborhood and citywide levels.

b) Street capacity, public facilities, and other infrastructure impacts.

c) Effects on the local circulation, public transportation, and regional transportation networks.

d) The local economy.

e) The provision of services and utilities.

f) All relevant environmental and physical constraints and resources.

g) Covina's image and character.

h) The quality of life for Covina residents, workers, shoppers, and others.

6) Require that parcels developed for commercial or industrial uses, when abutting residential properties, incorporate buffers that adequately protect the residential properties from noise, light, trash, visual and environmental disturbances, vehicular traffic, and other factors. Such buffers shall include, but are not limited to, building setback and architecture, landscaping, walls, and other physical and aesthetic features.

7) Provide for the continuation of existing and development of new or expanded public streets and facilities, storm drains and other infrastructure, parking amenities, and utilities to support the City's land uses and meet all needs.

8) Monitor land use, traffic, and circulation pressures associated with the Metrolink Commuter Train Station in and near the downtown and best capitalize on potentially beneficial impacts by adopting strategies such as an "urban village" or livable cities concept, incorporating mixed uses (like residential on top of commercial), sufficient businesses, and attractive and functional public and private improvements.

9) Discourage illogical or peculiar land use arrangements or land use configurations that could lead to blight or physical and/or visual conflicts or that could induce unlawful or criminal activity.

10) Achieve General Plan and Zoning Ordinance consistency in all areas and make properties nonconforming, as necessary.

11) Where necessary and/or appropriate, consider abatement of Zoning Ordinance-defined major or "detrimental" nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas) to promote land use compatibility, physical betterment, and/or economic development, and maintain or improve those Zoning Ordinance-defined minor or "nondetrimental" nonconforming residential properties (i.e., those that generally are in established residential areas) to preserve affordable housing units.

12) As a means of facilitating General Plan implementation, eliminate the application of two land use and zoning designations on single parcels, such as along East San Bernardino Road.

13) Permit mixed uses (residential and commercial) in appropriate areas in the downtown and, if possible, elsewhere, in a manner consistent with special, applicable standards, to provide needed housing in an alternative setting and to complement districtwide physical and economic revitalization activities.

14) Where feasible, encourage annexations as a means of potentially mitigating land use conflicts, preferably on a multi-lot or comprehensive, as opposed to piecemeal, basis.

15) Monitor and, when warranted, comment on land use proposals in neighboring cities and in Los Angeles County territory that could potentially adversely impact Covina.

16) Enforce all Zoning, Design Guidelines, and related City Code provisions and Code Enforcement procedures and practices, except where community goals, objectives, and policies are best furthered, to maintain individual health, safety, and welfare.

17) Identify and encourage the retention and preservation of significant architectural, historical, and/or cultural resources.

18) Ensure that the City's pattern, scale, and design of land uses promote individual health, safety, and welfare.

19) Revise the Covina Zoning Ordinance, Design Guidelines, and related implementation tools to reflect General Plan changes, to make uses nonconforming, as necessary, and to amortize and/or reclassify all existing "major" nonconforming uses and signs.

20) Designate appropriate areas to accommodate miscellaneous State-mandated facilities, such as hazardous waste disposal sites and homeless shelters.

21) Be receptive to special residential, commercial, or industrial development applications that would add to the community's vitality by providing a particular type of needed housing, a well-recognized business or store, or a high sales-tax generating or job-providing operation.

22) Evaluate the potential land use impacts of any newly identified sensitive environmental or geologic resources, particularly new earthquake faults or areas subject to flooding.

23) Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure changes or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential land use and related impacts.

2. Residential

a. Policies

The City shall:

1) Encourage the maintenance and preservation of the physical and aesthetic condition of all buildings in all neighborhoods.

2) Rehabilitate deteriorating residential neighborhoods, where necessary, such as through the City's proposed Neighborhood Preservation and other ongoing programs.

3) Preserve the predominantly low-rise, low- to medium-density character of Covina's neighborhoods.

4) Accommodate various new housing types, including apartments built with density bonuses, "granny flats" or second units, and mixed use complexes, in a fashion that does not adversely affect the integrity of established residential areas and at numbers that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.

5) Protect, to the greatest extent possible, single-family detached neighborhoods from incompatible encroachments, including medium- and high-density developments and nonresidential buildings.

PICTURE 7. VIEW OF CITRUS AVENUE AND SURROUNDING DEVELOPMENT, LOOKING NORTH FROM ROWLAND STREET. THIS STRETCH OF CITRUS IS ONE OF SEVERAL COMMERCIAL AREAS THAT THE LAND USE ELEMENT CALLS FOR PRESERVING.

PICTURE 8. NEWER APARTMENT COMPLEX, ON SUNFLOWER AVENUE JUST SOUTH OF CIENEGA STREET. THE APARTMENTS WERE BUILT IN AN ESTABLISHED MULTIPLE-FAMILY DISTRICT AND UNDERSCORE LAND USE COMPATIBLE DEVELOPMENT, A KEY POLICY ORIENTATION OF THE GENERAL PLAN.

PICTURE 9. BORDER AREA BETWEEN RESIDENTIAL AND COMMERCIAL ACTIVITIES, NEAR CITRUS AVENUE AND ARROW HIGHWAY. THE PICTURE ILLUSTRATES A SMOOTH TRANSITION OF USES OF DIFFERING TYPES THROUGH THE APPLICATION OF PROPER DESIGN PRINCIPLES.

PICTURE 10. DIFFERING CONTIGUOUS USES ALONG GRAND AVENUE, LOOKING SOUTH FROM COVINA BOULEVARD (UNINCORPORATED SECTION). THE REVISED GENERAL PLAN AIMS TO AVOID CONFLICTING LAND USE ARRANGEMENTS, AS SHOWN ABOVE, IN DEVELOPMENT AND REDEVELOPMENT ACTIVITIES.

6) Orient medium- and high-density uses, such as apartments, condominiums, townhomes, and mobile home parks, in and/or around the downtown and in areas where such developments now exist.

7) Preserve the very low density, rural character, and sensitive environmental resources of Covina Hills by minimizing future grading, limiting development around Walnut Creek, maintaining large-lot, low density residential as the primary permitted use type, and following the City's hillside and other standards and provisions.

8) Ensure, where applicable, that State noise insulation standards are fully implemented.

9) Accommodate the recycling/redevelopment of old, deteriorating residential structures into new complexes.

10) Permit second units or "granny flats," small day care centers, and small group homes in single-family detached neighborhoods to comply with State laws and to acknowledge changing social needs.

11) Consider mixed uses in and, if appropriate, around the downtown as a means of obtaining needed housing and reducing trips and exploiting Metrolink Commuter Train Station proximity and redevelopment/ revitalization activities.

12) Accommodate telecommuting facilities and other uses and facilities in any residential area that warrant inclusion because of changing environmental factors and regional concerns.

13) Encourage the construction of owner-occupied housing.

14) Allocate sufficient land use quantities, with adequate zoning, for the preservation and development of lower and moderate income housing.

15) Where appropriate, consider evaluating the presence and/or effect of electro-magnetic fields relating to land uses within close proximity to electric transmission lines/transformers.

16) Permit only single-family detached residences to be developed on large, underutilized single-family or "R-1"-designated parcels, in single-family detached neighborhoods, to ensure land use compatibility.

17) Adopt and implement density ranges that reflect existing and desired scales of development in the community, that allow for moderate future growth, that address the intent of regional housing obligations, and that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.

18) Develop, based on #17 above, maximum future net residential densities as follows: low, 6.0 dwelling units per net acre; medium, 14.0 dwelling units per net acre; and high, 22.0 dwelling units per net acre. (Net density means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

3. Commercial and Industrial

a. Policies

The City shall:

1) Encourage the physical, functional, and aesthetic maintenance and, where necessary, rehabilitation

of all commercial and industrial buildings, including possible application of City Neighborhood Preservation Program and/or Code Enforcement efforts, and, where needed, the revitalization of deteriorating commercial and industrial properties through Redevelopment Agency, private, and/or other efforts.

2) Preserve the predominantly low-rise, low- to medium-intensity character of Covina's commercial and industrial districts and corridors, though allow slightly higher intensities in the downtown and along various portions of major streets.

3) Accommodate new and expanded commercial and industrial developments in a fashion that neither adversely affects the integrity of established commercial and/or industrial areas nor unreasonably encroaches into residential neighborhoods nor imposes an undue burden on local services or infrastructure.

4) Regard as a high priority preserving the amount and distribution of commercial and industrial land uses for reasons pertaining to employment, sales tax generation, and related/spillover economic development benefits.

5) Maintain its variety of functional commercial office, retail, and service businesses, and, whenever possible, seek to expand the amount and mix of businesses to attract more shoppers/customers/patrons and to increase sales tax.

6) Maintain a variety of small- to medium-size industrial/light manufacturing, processing, and wholesaling operations; prohibit "heavy" or industrial-intensive operations.

7) Protect residents and the local environment from potentially adverse impacts associated with industrial operations.

8) Maintain new and expanded commercial and industrial uses generally at areas where they now prevail—along and around major streets, at larger intersections, and in appropriate "pockets" or complexes.

9) Pay particular attention to the special needs and character of the downtown and continue appropriate economic revitalization and physical enhancement activities.

10) Accommodate, where appropriate, activities in commercial and industrial uses that warrant inclusion because of changing social or environmental factors. Such activities include on-site child care operations, recycling and telecommuting facilities, and buildings accommodating modes of travel other than the car.

11) Accommodate new or expanded institutional uses, such as hospitals, medical clinics, nursing homes, congregate care facilities, and churches, providing compatibility with adjacent land uses can be achieved.

12) Develop intensity maximums that reflect existing and desired scales of development in the community, that allow for moderate future growth and expansion, and that will not inhibit the City's ability to provide street capacity and other infrastructure, utilities, and community services.

13) Develop, based on #9 above, maximum future net intensities (floor area ratios) as follows: general commercial, 1.5; town center (downtown area), 2.5; and industrial, 2.0. (Net intensity means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

4. Other Uses

a. **Policies**

The City shall:

1) Preserve existing parklands and open space resources and discourage possibly incompatible land uses or inappropriate encroachments onto parks and related uses.

2) Consider creating and implementing financial mechanisms to develop additional parks of all types and sizes at various areas, with an emphasis placed in locating new facilities in the eastern and western portions of the City and in neighborhoods in and around medium- to high-density developments.

3) Indicate, if appropriate and beneficial to the community, future park site locations on the Land Use Map.

4) Ensure that school sites and educational facilities are adequate in number, type, and location as well as site design and appearance for existing and future populations and, to the greatest extent possible, meet applicable City codes and standards.

5) Cooperate with owners of schools, utility facilities, governmental agency properties, and other uses that are outside of City land use control, monitor for any proposed development or redevelopment activities thereof, and attempt to ensure that proposals will further City goals, policies, standards, and desires.

6) Ensure that hazardous waste and similar facilities are located in appropriate industrial areas and operated in a manner that maximizes public safety.

E. Objective 3

A community that is attractive and maintains a good image and small-town atmosphere.

1. Policies

The City shall:

a. Achieve land use arrangements that provide for adequate separation and physical and visual buffers between land uses characterized by different functions, intensities, and/or densities to ensure their compatibility and to avoid conflicts.

b. Identify, mitigate, and, where possible, eliminate major conflicting and peculiar land use situations and uses, particularly those that could lead to blight or criminal or unlawful activities.

c. Ensure that the type, location, and intensity of new and redeveloped projects adhere to the requirements and standards for their particular land use categories and the rest of the General Plan plus any other applicable plans or programs, except where community goals, objectives, and policies are best furthered, thereby promoting individual safety and best serving existing and future residents, workers, shoppers, and others, except in appropriate cases, such as affordable housing construction.

d. Maintain the current citywide general land use distribution and relative proportions of low-density residential, medium- to high-density residential, commercial, and industrial uses.

e. Preserve the predominantly low-rise, low- to medium-intensity character of Covina's residential neighborhoods and commercial and industrial districts.

f. Fully implement and enforce all City Zoning standards, particularly acceptable nonconforming amortization provisions, except where community goals, objectives, and policies are best furthered, as well as the Subdivision and Building Codes.

g. Continue using Community Development Block Grant, Redevelopment Set-Aside, Neighborhood Preservation, and other funding sources outlined in the Housing Element to finance lower and moderate income housing rehabilitation and preservation, thus improving the appearance and vitality of deteriorating residential structures and neighborhoods.

h. Continue implementing and, where appropriate, expanding the boundaries of existing redevelopment plans, particularly in the downtown, and utilizing other programs and resources to reduce blight and improve the appearance and economic and spiritual vitality of various deteriorating areas or buildings.

i. Maintain a strong, citywide housing-related code enforcement program as a key mechanism for abating deteriorating and/or blighted residential properties, particularly aging apartments and houses, eliminating illegally constructed dwelling units, and ensuring neighborhood attractiveness and stability by fully implementing Covina's Property Maintenance, Abatement of Real Property Nuisances, and related ordinances and by providing Code Enforcement staff with adequate resources.

j. Through general code enforcement efforts, maintain and preserve the physical and aesthetic condition and integrity of all commercial and industrial buildings and complexes in all areas so that Covina evokes a positive perception by residents, workers, shoppers, passers-by, and others.

k. Maintain an effective graffiti clean-up program for all areas of the City.

l. Enforce all Design Guidelines and Zoning provisions to ensure that all developments achieve a high degree of architectural integrity and landscaping, site design efficiency, good workmanship, a respect of physical and environmental constraints, and adequate amenities that enhance the quality of life for residents, workers, shoppers, and others, except in appropriate cases such as affordable housing construction, PCD (Planned Community Development) overlay district application, and/or where community goals, objectives, and policies are best furthered.

m. Where appropriate, encourage lot consolidation as a means of facilitating development and obtaining attractive, unified structures.

n. Maintain the downtown area's pedestrian friendly atmosphere as a means of enhancing its social and economic vitality.

o. Maintain the City's variety of commercial and other businesses and attempt to attract a greater variety of, and facilitate the expansion of, retail, office, industrial, and, if appropriate, institutional uses that will attract more people, bolster economic development efforts, provide the City with greater name recognition, and reinforce the City's standing as a prosperous, mature suburban community.

p. Prohibit "heavy" or intensive industrial uses and ensure that permitted industrial businesses are operated in a manner that does not hinder the public.

q. Attempt to maintain the attractiveness and condition of all streets and public landscaping, particularly major ones and those at key City entry points, public improvements, and public facilities, so that Covina evokes a positive perception by residents, workers, shoppers, passers-by, and others.

PICTURE 11. TYPICAL NEIGHBORHOOD OF SINGLE-FAMILY DETACHED HOUSES, NEAR HOLLENBECK AVENUE AND SAN BERNARDINO ROAD. THESE AREAS COMPOSE AND WILL CONTINUE TO MAKE UP THE PREDOMINANT LAND USE CATEGORY IN COVINA.

PICTURE 12. A COMMON COMMERCIAL BUILDING, AT GRAND AVENUE AND CYPRESS STREET. LAND USE POLICY STRIVES TO MAINTAIN THIS TYPE OF LOW-RISE CHARACTER.

PICTURE 13. VIEW OF AZUSA AVENUE, LOOKING SOUTH TOWARD SAN BERNARDINO ROAD. THE GENERAL PLAN CALLS FOR MAINTAINING THE PHYSICAL AND AESTHETIC CONDITION OF PUBLIC RIGHTS-OF-WAY, WHICH DIRECTLY SUPPORT AND ARE INTERTWINED WITH LAND USE.

PICTURE 14. THE COVINA HILLS AREA, VIEWED SOUTH FROM THE CURVE THAT TRANSITIONS REEDER AVENUE INTO EAST PUENTE STREET. LAND USE ELEMENT OBJECTIVES AND POLICIES FOCUS ON PRESERVING THE UNIQUE CONDITIONS, NATURAL RESOURCES, AND TOPOGRAPHY IN THIS SPECIAL DISTRICT.

r. Consider to develop and implement a tree preservation ordinance to maintain locally-determined significant public and private trees.

s. Work with regional and other transportation officials and local residents to screen the commuter railroad right-of-way from residential neighborhoods with decorative sound walls. Such walls should also accommodate appropriate landscaping to discourage graffiti and, therefore, project a good community image to passengers on trains.

t. Recognize that unincorporated areas do play a role in the City of Covina's overall appearance and image and, therefore, where appropriate and feasible, encourage annexations to be filed on a "comprehensive," as opposed to piecemeal, basis as a means of controlling and/or abating unsightly neighborhood conditions.

u. Attempt to preserve structures, resources, areas, blocks, and/or streets that are of local historic and/or architectural significance, such as the Adams Park residential district (just west of Covina Park).

v. Revise the Covina Zoning Ordinance, Design Guidelines, and related implementation tools to reflect General Plan changes, to make uses nonconforming, as necessary, and to amortize and/or reclassify all nonconforming uses and signs.

w. Preserve existing parklands and open space resources and consider to develop additional parks of all types and sizes at various areas.

x. Oppose or, at a minimum, take appropriate action on uses in abutting jurisdictions that could impose land use, traffic, or other incursions and/or adversely affect Covina's appearance, image, and/or character.

y. Utilize the Zoning Ordinance's Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) as a vehicle for getting attractive, functional, compatible, and innovative projects, thus facilitating residential and nonresidential development and General Plan implementation.

z. Preserve the sensitive environmental resources and the rural, low-density character of the Covina Hills area by minimizing grading, limiting development around Walnut Creek, and maintaining the large-lot residential and other Zoning requirements for the area, including hillside and related standards.

aa. Protect single-family detached neighborhoods from medium- and high-density residential and excessive non-residential encroachments through appropriate land use provisions and development standards.

bb. Ensure that any State-mandated facilities, particularly hazardous waste disposal sites, are situated and sufficiently buffered such that public health and safety are maintained.

cc. Continue requiring developers to mitigate development impacts in the form of street improvements and public dedications as well as other reasonable requirements.

dd. Monitor, review, and, where appropriate, streamline, the development review process as a means of lessening development constraints and promoting housing and commercial and industrial construction and revitalization.

ee. Maintain and, where possible, enhance Covina's attractive appearance, positive image, and small-town character.

ff. Permit exceptions in development standards and design guidelines only where appropriate, such as in a Planned Community Development (PCD) project and/or where community goals, objectives, and policies are best furthered.

gg. Ensure that State noise insulation standards for applicable apartments and condominiums/townhomes are met.

hh. When dealing with code enforcement matters, attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.

ii. Develop a downtown area "urban village" or livable cities concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best complement existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, to provide more medium- and/or high-density housing, and to reduce vehicular trips.

jj. Where necessary and/or appropriate, consider abatement of Zoning Ordinance-defined major or "detrimental" nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas) to promote land use compatibility, physical betterment, and/or economic development, and maintain or improve those Zoning Ordinance-defined minor or "nondetrimental" nonconforming residential properties (i.e., those that generally are in established residential areas) to preserve affordable housing units.

kk. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure changes or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential land use and related impacts.

F. Objective 4

Economic and social vitality in all areas of the community.

1. Policies

The City shall:

a. Develop and implement a land use plan that maintains and strengthens the fiscal health of the City by allocating a sufficient amount of residential, commercial, and industrial uses at suitable locations and by establishing sufficient, reasonable development intensity standards.

b. Retain and, where possible, expand commercial- and industrial-designated areas for sales tax generation, employment, and community name recognition purposes.

c. Attract a greater variety of commercial retail and office uses to provide for shopping, eating, service, administrative, and other needs of Covina and area residents, to enhance the community's image, and to bolster economic development efforts.

d. Retain existing viable industries and attract new light, clean manufacturing operations and promote commercial office uses to provide employment for the resident labor force.

e. Continue Redevelopment Agency efforts in revitalizing the economic, aesthetic, and physical condition of various residential, commercial, and industrial properties and areas to generate overall community betterment.

f. Devote particular attention, through Redevelopment Agency and other efforts, to addressing the special characteristics and needs of the downtown and continue with ambitious physical improvement efforts and activities to attract more vibrant uses and therefore more people, to develop better links to the Metrolink Commuter Train Station, and to accommodate housing in mixed use complexes geared toward various population segments, such as working professionals and lower-income households.

g. Citywide, pay particular attention to attracting more high sales tax generators, such as shopping areas, specialty

TOYS R US
WAL-MART

PICTURE 15. WAL-MART-TOYS R US SHOPPING CENTER, ON AZUSA AVENUE JUST SOUTH OF ARROW HIGHWAY. AN IMPORTANT FUNCTION OF THE GENERAL PLAN IS TO RETAIN COMMERCIAL AREAS FOR ECONOMIC DEVELOPMENT PURPOSES.

PICTURE 16. CITRUS AVENUE IN THE DOWNTOWN, LOOKING SOUTH TOWARD BADILLO STREET. CITRUS IS THE MAIN STREET IN THE DOWNTOWN AREA, WHICH HAS EXPERIENCED EXTENSIVE REVITALIZATION IN RECENT YEARS AND WHICH WILL BE MAINTAINED AS A KEY PHYSICAL, SOCIAL, AND ECONOMIC CENTER OF COVINA.

PICTURE 17. NEWER RESTAURANT ON CORNER OF AZUSA AVENUE AND SAN BERNARDINO ROAD. THE BUILDING INDICATES PRINCIPLES OF HIGH QUALITY DESIGN, WHICH THE GENERAL PLAN CONTINUES AND STRENGTHENS.

PICTURE 18. STREET IMPROVEMENT PROJECT, ON CITRUS AVENUE NEAR ARROW HIGHWAY. AS ADVOCATED IN THIS PLAN, COVINA'S STREETS AND OTHER INFRASTRUCTURE WILL REQUIRE CONTINUING IMPROVEMENT TO BEST SERVE THE COMMUNITY.

retail outlets, and auto dealers.

h. Support plans and programs in addition to Redevelopment to arrest blight and deterioration in and maintain the integrity of residential, commercial, and industrial areas, such as Code Enforcement, Neighborhood Preservation, property rehabilitation, and Community Development Block Grants/efforts.

i. Ensure that the circulation network and major street widths adequately serve all current and planned residential, commercial, industrial, and institutional uses—or that all future developments not overburden streets and other infrastructure or local services.

j. Require fiscal impact analyses for large projects that may adversely affect local finances.

k. Take full advantage of all potential economic benefits associated with the Metrolink Commuter Train Station.

l. Take full advantage of capturing potential spillover benefits from major developments in abutting communities and in Los Angeles County territory.

m. Regard local residents as a major priority in accommodating the employment, shopping, entertainment, service, and other needs relating to new and/or expanded developments.

n. Encourage the Covina Chamber of Commerce, Redevelopment Agency, and other organizations to promote the City's good business potential.

o. Oppose uses in abutting jurisdictions and in Los Angeles County territory that could impose negative impacts on Covina and/or tarnish the City's appearance, image, and/or character.

p. Recognize, monitor, and understand economic, social, and other forces that continue to shape Covina's development, such as increasing population, market demand factors, commuting patterns, rising land values, greater foreign investment, changing household formations, and a shifting demographic structure.

q. Implement and monitor Housing Element efforts/programs to mitigate and/or deal with such issues including, but not limited to, rising housing costs, lower-income household housing overpayment, deteriorating structures and/or areas, SCAG regional housing obligations, affordable housing insufficiency, overcrowding, and special senior citizen housing needs.

r. Enforce all Design Guidelines and Zoning provisions to achieve a high level of architectural and site design quality, good workmanship, and adequate amenities that enhance Covina's quality of life and economic vitality, except in appropriate cases, such as affordable housing construction, PCD (Planned Community Development) overlay district application, and/or where community goals, objectives, and policies, are best furthered.

s. Permit moderate residential development of all types to provide housing opportunities for future Covina residents, particularly lower- and moderate-income persons.

t. Attempt to reduce crime to persons and property by alleviating the underlying causes of and opportunities for crime through physical design, economic development and crime prevention programs, and available social efforts.

u. Balance the City's obligation to provide more housing with the need to maintain and bolster local economic development efforts in terms of attaining as high a jobs-to-housing ratio as feasible and as great a retail sales tax generation amount as possible.

v. Accommodate in single-family neighborhoods, small child care centers, small group houses, and other uses that are mandated by the State and necessary to address changing social and societal needs.

w. Encourage that residential developments incorporate areas or facilities to accommodate State- and regional agency-mandated environmental programs, including, but not limited to, on-site storage areas for collecting recyclable materials and telecommuting rooms.

x. Monitor the City's disabled population to note any major changes or increases and, in accordance with the State Building Code and other applicable laws, continue addressing the needs of handicapped persons, particularly those that are seniors.

G. Objective 5

The provision of sufficient public facilities and services.

1. Policies

The City shall:

a. Preserve and maintain existing major community facilities illustrated on the "Future Public and Quasi-Public Facilities Map," except where community goals, objectives, and policies are best furthered.

b. Achieve and maintain a safe and secure environment for all Covina residents through continued monitoring and, where necessary, upgrading of City and County services, particularly police and fire, to meet or exceed established community standards.

c. Achieve an adequately designed and functional street system and other infrastructure, including utility and storm drainage systems plus an adequate distribution of public and quasi-public facilities, in accommodating future growth to best maintain the community's visual, economic, and spiritual vitality.

d. Provide all new and improved infrastructure in the most cost-effective manner.

e. Consider the provision of infrastructure and services in all land use decisions.

f. Assess the impacts of incremental increases in development and housing units on emergency services and ensure, through the Zoning-related Site Plan Review process, that new construction will not result in a reduction of law enforcement or fire protection services below acceptable levels.

g. Ensure that future development will not result in a reduction of general government services below acceptable levels.

h. Maintain existing residential, commercial, and industrial uses and continue revitalization and expansion of commercial activities to generate sufficient property and sales taxes to supplement funding for future needed services.

i. Assure that all existing, new, and/or expanded development address fire protection in a preventative manner by requiring in various developments fire protection and smoke detection systems and/or automatic sprinkler systems. Also, require that all new buildings incorporate adequate ingress and egress and encourage owners of existing, old structures to upgrade their exit systems and structural conditions.

j. Assure that all new or expanded medium to high density/intensity residential, commercial, and industrial projects address police protection in a preventative way by maximizing neighborhood surveillance opportunities in the siting and design of structures, utilizing sufficient lighting, and promoting defensible space concepts, such as ensuring visibility of open public areas.

k. Continue to require new, large developments to provide for property maintenance over various areas in the form of homeowners' associations or other private entities.

l. Continue requiring developers to mitigate the infrastructure impacts of their developments by exacting land dedication for street widening purposes and right-of-way and other appropriate improvements.

m. Where applicable, utilize Covina Redevelopment Agency (CRA) monies, Community Development Block Grants (CDBGs), and other non-General Fund sources to pay for various street improvements.

n. In order to better satisfy park and recreation needs, address its park/open space deficiency and attempt to mitigate the problem to the greatest extent possible, such as through considering implementing funding mechanisms for future parkland acquisition and improvement and by utilizing the Covina Park System Master Plan and other appropriate documents as decision-making tools.

o. Maintain and, where possible, improve park and open space resources, using the Covina Park System Master Plan and other appropriate documents to guide decisions and actions.

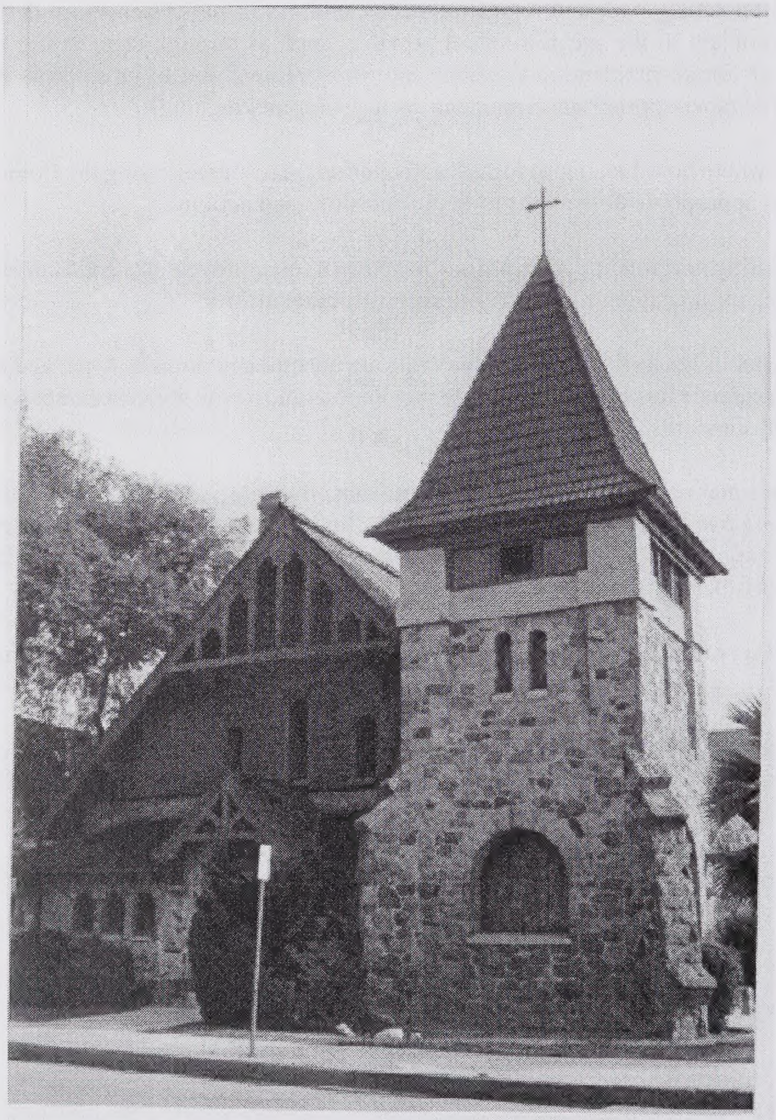
p. Continue exploring new funding sources for financing street improvements and maintenance and considering new techniques for managing infrastructure reconstruction efforts.

q. Ensure that school sites and educational facilities are adequate in number, type, and location as well as site design and appearance for existing and future populations and, to the greatest extent possible, meet applicable City codes and standards.

r. Monitor storm water runoff conditions and ensure that all areas, particularly in and around Walnut Creek in Covina Hills, are free from major flooding problems, and address and, to the greatest extent possible, remedy any identified deficiencies in the storm drain system, including possibly by working with Los Angeles County and/or other jurisdictions.

s. Regard the preservation and rehabilitation of the housing stock as a cost-effective approach in addressing housing needs.

t. Achieve effective Covina City inter-departmental coordination in implementing and monitoring housing programs, particularly regarding code enforcement activities.



PICTURE 19. HOLY TRINITY EPISCOPAL CHURCH, ON BADILLO STREET NEAR CITRUS AVENUE. COVINA HAS MANY OUTSTANDING CHURCHES THAT STRENGTHEN THE COMMUNITY AND THUS CONSTITUTE AN IMPORTANT USE TYPE.

IV. LAND USE PLAN

A. General

This section presents the Land Use Plan, the backbone of the Land Use Element and the entire Covina General Plan process. As stated in previous sections of this document and in the Land Use Study, the Land Use Plan, which is based on and augments the Element's goal and objectives and policies, establishes land use districts and is therefore the most important and most often used General Plan component. The land use districts or designations, which are applied throughout the community, identify the permitted type of uses, building character, and extent of new development and redevelopment for any particular area. In other words, the Land Use Plan describes the nature and general pattern and intensity of land uses at build-out. According to State planning law, each land use category must list 1) development intensity (density for residential; floor area ratio for commercial and industrial) and 2) general permitted uses. Refer to the Land Use Study and to Chapters I and III herein for clarification on these terms and on background land use matters.

B. Land Use Plan

Covina's land use proposal is described below and illustrated on two maps, a primary land use and circulation route diagram and a map that shows the location of public facilities, such as City Hall, the local library, and fire stations. (Refer to the Circulation Element for a discussion of the circulation network.) The City believes that separating public facilities from the primary land use map clarifies the overall land use strategy and related policies. (In Covina, public facilities compose a very small percentage of the land uses, and, therefore, including the facilities on the land use map would obscure land use distributions and jumble the map legend.) This approach is not intended, however, to undermine the importance of public facilities for the community's long-term development. Indeed, public facility (as well as public service) adequacy is underscored throughout this General Plan's goals, objectives, policies, and programs.

Covina's Land Use Plan is comprised of nine land use categories, the primary ones of which are three residential, two commercial, and one industrial designations. In addition, the following classifications have been included: school, park, and open space. Categories have been selected and applied in a manner that best meets existing and future local conditions, circumstances, and needs. (Refer to the background Land Use Study for clarification.) The respective land use category permitted uses and development intensities are described below and followed by a table listing both land use and population build-out figures. Also, see the accompanying Land Use Map for a graphic illustration of the land use distribution and clarification of current City/County and Planning Area boundaries. (As stated in the Background section above, the outlined "Study Area" in the southeastern part of the City refers to an area that is of community interest because of proximity to Covina and possible Covina Sphere of Influence incorporation in the near future. Therefore, the City believes it is reasonable to include this demarcation.)

This Land Use Plan originally was conceived and presented in the Land Use Study as the "Moderate Growth Scenario," one of three development alternatives. The other growth alternatives were the "Existing General Plan" and a "High Growth Scenario," which was a derivative of the "moderate" land use proposal. Three scenarios had been employed to adequately meet State planning and environmental impact review requirements and to serve as a framework for land use discussion and analysis purposes. Because it was believed to best address local desires and conditions, the Moderate Growth Scenario was selected. (Again, refer to Land Use Study for specifics.)

The Land Use Plan use categories are listed below and subsequently described:

1. Residential
   a. Low Density
   b. Medium Density
   c. High Density
2. Commercial
   a. General
   b. Town Center
3. Industrial
4. School
5. Park
6. Open Space

1. Residential

a. Low density residential

1) Intensity range -

a) Residential density - 0 - 6.0 (dwelling units per net acre of land)

b) Nonresidential gross floor area ratio - 0.5 (maximum ratio of total building square footage to net acreage of site)

Note: Where a second unit/granny flat is added to a lot with an existing single-family detached house, as allowed under State law, the two dwelling units shall be construed as one for density computation purposes. This provision applies to the Medium and High Density categories as well.

2) Permitted uses - One single-family detached house on an individual lot, one State-defined granny flat unit on a property, and two or more single-family detached houses on a single lot (providing density compliance) are the primary, intended uses. Also permitted are limited institutional uses, such as churches and governmental and utility facilities, as described in the Zoning Ordinance, and State-defined group homes.

3) Location/Distribution - Low Density Residential prevails in many portions of the Planning Area, as illustrated on the Land Use Map.

b. Medium density residential

1) Intensity range -

a) Residential density - 6.1 - 14.0 (dwelling units per net acre of land)

b) Nonresidential gross floor area ratio - 0.5 (maximum ratio of total building square footage to net acreage of site)

Note: Where a State-defined density bonus is applied to a special lower income housing project and the resultant density exceeds 14.0 units per acre, the project shall be deemed acceptable. Also, in accordance with City housing policy and applicable City criteria, on particular lower and/or moderate income-only housing projects that the City feels greatly address local housing needs, as defined by the applicable ordinance and as stated in the Housing Element, two dwelling units shall be interpreted as one for computing density.

2) Permitted uses - The primary uses include apartments (two-unit structures and up), condominiums, townhouses, mobile homes, and the following two cases on a single lot: two or more single-family detached houses, or a single-family detached residence and apartments. Also permitted are single-family detached houses on individual lots and State-defined granny flat units and group homes, and, as described in the Zoning Ordinance, institutional uses, such as churches, large group homes, convalescent hospitals, meeting halls/lodges, and nursery schools plus governmental and utility facilities.

3) Location/Distribution - Medium Density Residential is focused generally near the downtown, along major streets, and in various pockets of different areas in the community, as illustrated on the Land Use Map.

c. High density residential

1) Intensity range -

a) Residential density - 14.1 - 22.0 (dwelling units per net acre of land)

b) Nonresidential floor area ratio - 0.5 (maximum ratio of total building square footage to net acreage of site)

Note: Where a State-defined density bonus is applied to a special lower income housing project and the resultant density exceeds 22.0 units per acre, the project shall be deemed acceptable. Also, in accordance with City housing policy and applicable City criteria, on particular lower and/or moderate income-only housing projects that the City feels greatly address local housing needs, as defined by the applicable ordinance and as stated in the Housing Element, two dwelling units shall be interpreted as one for computing density.

2) Permitted uses - The primary uses include apartments (two-unit structures and up), condominiums, townhouses, mobile homes, and the following two cases pertaining to a single lot: two or more single-family detached houses, or a single-family detached residence and apartments. Also permitted are single-family detached houses on individual lots and State-defined granny flat units and group homes, and, as described in the Zoning Ordinance, institutional uses, such as churches, large group houses, convalescent hospitals, meeting halls/lodges, and nursery schools plus governmental and utility facilities.

3) Location/Distribution - High Density Residential is focused generally in and around the downtown, along major streets, and in various pockets, as illustrated on the Land Use Map.

2. Commercial

a. General commercial

1) Maximum development net intensity/Gross floor area ratio - 1.5 (maximum ratio of total building square footage to net acreage of site)

Note: On a particular 1.5 FAR-exceeding project that affords the City with exceptionally high economic development, street vitality, functional viability, architectural integrity, and/or image enhancement benefits that further overall Covina growth and revitalization goals and objectives, as stated in this Land Use Element and as defined by the applicable ordinance, that project shall be deemed acceptable.

2) Permitted uses - Various types of retail and service businesses and administrative, professional, and governmental offices that serve a diverse population and that comply with applicable use, operation, and other provisions of the Covina Zoning Ordinance and, if applicable, Redevelopment Plan. Also permitted, again as defined in the Zoning Ordinance and applicable Redevelopment Plan, include, but are not limited to, institutional uses, such as churches, group homes, nursing homes, and hospitals; utility and transportation facilities; automotive sales; automotive repair shops; gas stations; self-storage outlets; animal hospitals; and parking lots. All types of contemporary commercial buildings are allowed, providing City Zoning Ordinance, Design Guidelines, and, if applicable, Redevelopment Plan conformance.

3) Location/Distribution - General commercial pervades in various districts generally along the major streets or at primary street intersections, as illustrated on the Land Use Map.

b. Town center commercial

1) Maximum development net intensity/Gross floor area ratio - 2.5 (maximum ratio of total building square footage, excluding any residential areas, to net acreage of site)

Note: On a particular 2.5 FAR-exceeding project that affords the City with exceptionally high economic development, street vitality, functional viability, architectural integrity, and/or image enhancement benefits that further overall Covina growth and revitalization goals and objectives, as stated in this Land Use Element and as defined by the applicable ordinance, that project shall be deemed acceptable. Also, where any mixed use (commercial and residential) project is proposed, any density up to 22.0 units per net acre of land shall be acceptable, and the above-described high density standard exception shall apply.

2) Permitted uses - Specialized retail and service businesses that compliment the unique character and serve the patrons of downtown Covina and that comply with applicable use, operation, and other provisions of the Covina Zoning Ordinance and Redevelopment Agency Downtown Plan. On and adjacent to Citrus Avenue, the primary downtown street, the City seeks vibrant, economically viable commercial businesses that operate during both daytime and nighttime hours and that further downtown Redevelopment Agency objectives. Also permitted, again as defined in the Zoning Ordinance and Redevelopment Plan, include, but are not limited to, automotive sales; limited automotive repair shops; administrative, professional, and governmental offices; institutional uses; utility facilities; and commercial/residential mixed uses, when the residential portion is located above the first floor, consists of single room occupancy (SRO) or apartment-type units, and conforms to applicable mixed use standards and provisions. Building types are to be, depending on location, either of a classical early 1900s revival or a contemporary commercial style that conforms to the Zoning Ordinance, downtown Redevelopment Plan, and Design Guidelines.

3) Location/Distribution - Town Center Commercial is concentrated in the downtown area, which is generally focused on and around Citrus Avenue between Puente Street and the Metrolink Commuter Railroad Line, as shown on the Land Use Map. The eastern and western boundaries generally are, respectively, First and Fourth Avenues.

3. Industrial

1) Maximum development net intensity/Gross floor area ratio - 2.0 (maximum ratio of total building square footage to net acreage of site)

Note: On a particular 2.0 FAR-exceeding project that affords the City with exceptionally high economic development, street vitality, functional viability, architectural integrity, and/or image enhancement benefits that further overall Covina growth and revitalization goals and objectives, as stated in this Land Use Element and as defined by the applicable ordinance, that project shall be deemed acceptable.

2) Permitted uses - Manufacturing, processing, assembly, warehousing, and related activities plus ancillary administrative offices that comply with applicable use, operation, and other provisions of the Covina Zoning Ordinance and Building, Fire, and related Codes. Also permitted include, but are not limited to, animal hospitals, automotive repair shops, very limited retail functions, gas stations, self-storage outlets, and parking lots.

3) Location/Distribution - Industrial uses are generally strewn along or near the Metrolink Commuter Railroad Line and at various stretches of San Bernardino Road and Arrow Highway, as illustrated on the Land Use Map. All types of contemporary industrial buildings are allowed, providing City Zoning Ordinance, Design Guidelines, and, if applicable, Redevelopment Plan conformance.

4. School

1) Maximum development net intensity/Gross floor area ratio - 1.5 (maximum ratio of total building square footage to net acreage of site)

2) Permitted uses - Primary, secondary, and parochial schools; various school facilities and/or ballfields; continuing education facilities; and school district administrative offices.

3) Location/Distribution - Schools and related facilities prevail in various portions of the Planning Area, as illustrated on the Land Use Map.

5. Park

1) Permitted uses - Community or neighborhood parks, ballfields, playlots, playfields, and related facilities and amenities and structures that are devoted primarily to passive or active recreational and similar uses.

6. Open Space

1) Permitted uses - Flood control spreading grounds that may be suitable for park or recreational facilities.

C. General Plan Housing Unit and Population Build-Out Figures

Table 1 below indicates the land use acreage allotment of the Covina Land Use Plan by use category and, pertaining to the residential classifications, the respective theoretical dwelling unit and population build-out figures for the current City and County/Sphere of Influence areas and for the overall Planning Area.

TABLE 1. ACREAGE ALLOTMENT AND THEORETICAL DWELLING UNIT AND POPULATION BUILD-OUT FIGURES FOR COVINA LAND USE PLAN.

LAND USE CATEGORY		CITY / INCORPORATED			
		ACRES	PERCENT	UNITS	POPULATION
A.	RESIDENTIAL	T (2241.4)	(50.0)	17905	49149
	1. LOW	1805.8	40.3	9889	27145
	2. MEDIUM	196.0	4.4	2744	7532
	3. HIGH	239.6	5.3	5272	14472
B.	COMMERCIAL	T (548.4)	(12.2)		
	1. GENERAL	461.2	10.3		
	2. TOWN CENTER	87.2	1.9		
C.	INDUSTRIAL	210.8	4.7		
D.	SCHOOL	359.8	8.0		
E.	PARK	63.2	1.4		
F.	OPEN SPACE	39.2	0.9		
G.	PUBLIC STREETS	1017.2	22.8		
ACREAGE GRAND TOTAL		4480.0	100.0		

COUNTY / UNINCORPORATED

		ACRES	PERCENT	UNITS	POPULATION
A.	RESIDENTIAL	T (1408.4)	(71.4)	8053	22105
	1. LOW	1285.0	65.2	5899	16193
	2. MEDIUM	70.2	3.6	983	2698
	3. HIGH	53.2	2.6	1171	3214
B.	COMMERCIAL	T (34.8)	(1.8)		
	1. GENERAL	34.8	1.8		
	2. TOWN CENTER	N/A	-		
C.	INDUSTRIAL	4.7	.2		
D.	SCHOOL	26.9	1.4		
E.	PARK	27.4	1.4		
F.	OPEN SPACE	2.0	0.1		
G.	PUBLIC STREETS	467.8	23.7		
ACREAGE GRAND TOTAL		1972.0	100.0		

PLANNING AREA / TOTAL

		ACRES	PERCENT	UNITS	POPULATION
A.	RESIDENTIAL	T (3649.8)	(56.6)	25958	71254
	1. LOW	3090.8	47.9	15788	43338
	2. MEDIUM	266.2	4.1	3727	10230
	3. HIGH	292.8	4.6	6443	17686
B.	COMMERCIAL	T (583.2)	(9.0)		
	1. GENERAL	496.0	7.7		
	2. TOWN CENTER	87.2	1.3		
C.	INDUSTRIAL	215.5	3.3		
D.	SCHOOL	386.7	6.0		
E.	PARK	90.6	1.4		
F.	OPEN SPACE	41.2	0.6		
G.	PUBLIC STREETS	1485.2	23.1		
ACREAGE GRAND TOTAL		6452.0	100.0		

Notes:

1. Densities are: 0-6.0 (dwelling units per net acre), 6.1-14.0, and 14.1-22.0. It should be noted that all Low Density Residential maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
2. Residential acres consist only of properties expected to be residential in future. (See text for clarification.)
3. Population estimates based on State Finance Department 2.745 person per household figure.
4. Incorporated and unincorporated boundaries based on current City and Sphere of Influence limits.

5. The population figures are household counts only (referring to persons living in regular dwelling units), they not being inclusive of individuals residing in group quarters facilities. Pertaining to the City build-out scenario, for example, the projected group quarters population is 666. Thus, the actual total theoretical population projection for this area at build-out could be interpreted as 49,815.

Thus, considering current City boundaries, the household population build-out figure is 49,149, a 13.1 percent increase over the 1992 municipal count. Also, a total planning area build-out of over 71,000 is projected. The land use percentages show that Covina will remain a community that is primarily residential in character but with a relatively sizable amount of commercial and industrial properties. (Refer to following section for a discussion on overall Land Use Plan strategy.) It must be stated that the above dwelling unit and population figures are theoretical capacities, created primarily for discussion and alternative plan and respective environmental impact comparison purposes. Actual build-out numbers, which are based on some combination of the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, cannot be predicted but typically are around 80 percent of capacity. This means that the actual maximum housing and household population counts for the current City area could be interpreted as, respectively, 17,528 dwelling units (a 9.4% increase) and 48,114 residents (a 12.3% increase). It should also be noted that the theoretical projections do not consider additional dwelling units that could be created through granny flats/second units, density bonuses, and the City's special density computation procedure for particular lower and/or moderate income housing projects. (For clarification on all matters presented here, refer to Sections "C" of the Land Use Study and "E7" of the Housing Study.)

D. Land Use Plan Strategy

The following section touches upon the rationale behind the Covina Land Use Plan distribution of uses. (Again, for background details and additional information, refer to the Land Use Study.) The strategy of the revised Land Use Plan, as with all facets of the General Plan update process, is based on a synthesis of resident, City Council, and Planning Commission input from various City-administered citizen participation measures, such as special committees and meetings, questionnaires, and public forums, which are discussed in Chapter VII below.

In general, compared to the previous Land Use Plan, this Plan retains existing, established land use patterns and, where appropriate, makes changes to eliminate land use inconsistencies and to take advantage of future development opportunities. The plan preserves, for example, single-family detached as the predominant residential and overall use category and focuses medium to high density developments in and around the downtown and in already existing areas along certain major streets and in various pockets. In a few cases, the two higher density categories have been applied to now-low density areas or properties that would be more logically suited for apartment or condominium/townhouse purposes. Conversely, the apartment or condominium designations have been removed from existing "isolated" complexes or upper density facilities with little or no linkage to similar uses or to commercial properties.

Moreover, again in response to received input and as described in the Land Use and Housing Studies, the City has reduced slightly the Medium and High Density limits over what was permitted in the previous General Plan. Nevertheless, the Plan does allow for moderate growth on remaining underutilized and vacant sites. The City is attempting to balance, on the one hand, its obligations to provide more housing, to respect individual property rights, and to comply with State and regional housing policies with, on the other hand, the need to maintain and bolster local economic development efforts through, for example, attaining as high a jobs-to-housing ratio as feasible and as great a retail sales tax generation amount as possible. (The jobs-to-housing ratio maximization approach is, in fact, advocated by regional and State agencies as a strategy for reducing long, often single-occupant, vehicle commutes, thereby mitigating air pollution, traffic congestion, lost individual time, and related problems.) This economic development-oriented approach has therefore also strongly influenced the City's commercial and industrial land use strategies, which is discussed below. It is believed that the employed density limits, which can be implemented in a reasonable manner with, as detailed in the Land Use Study, minimal adverse impacts, best reflect existing conditions and circumstances and resident views, most logically complement current Zoning standards, and would best lead to desired overall community goals and objectives.

Commercial and industrial areas have been designated generally where they currently prevail, such as along various major streets and at certain chief intersections, as illustrated on the Land Use Map and described above. The only modifications pertain to a few sites, totaling about thirteen acres, that have been changed from commercial to residential or vice versa or from commercial to industrial or vice versa. These and other modifications, such as the utilization of only two commercial categories, as opposed to four in the previous Plan, will better reflect existing and future conditions, provide the City with flexibility in making development and use decisions, achieve greater land use compatibility, improve the quality of life, and bolster economic development, thus facilitating growth in a manner that suits Covina's needs.

Moreover, the selected development intensity maximums or floor area ratios (1.5 for General Commercial, 2.5 for Town Center Commercial, and 2.0 for Industrial) generally reflect existing development, though, again, allow for flexibility in project reviews. Regarding General Commercial, for example, the most widespread of the three categories, as stated in the Land Use Study, nearly all existing intensities are under 0.6. Because of the downtown area's unique character, which includes many old, relatively high intensity buildings, and because of desired types of development thereat, a 2.5 floor area ratio standard has been included, as opposed to 1.5 for General Commercial. Moreover, the Industrial standard, 2.0, is reflective of the fact that these types of properties typically occupy more land than General Commercial because of a lower parking requirement. It should be noted that the previous Land Use Plan did not contain floor area ratio standards, so there is no basis for comparison in this regard.

Lastly, the Plan retains the existing 24 schools, 11 parks and ball fields, and 2 open space sites. These facilities pervade throughout the Planning Area. The schools generally pertain to various primary and secondary educational facilities. The park sites, as detailed in the Land Use Study and Natural Resources and Open Space Element, vary in size and function from Three Oak Park, a 0.2 acre Village Oaks Office Park passive area oriented for nearby employees, to Wingate Park, a 16.6 acre site with softball/baseball fields and other amenities. Moreover, the Open Space designation has been applied to the Ben Lomond and Walnut Wash Spreading Grounds. The City believes that the latter three designations adequately cover essential facilities that support Covina's residential, commercial, and industrial uses.

Although no additional schools, parks, or open space resources have been designated through this General Plan update process, new facilities could be deemed necessary at a future date. For example, as described in the Land Use and Housing Studies and in the Natural Resources and Open Space Element, the City has a longstanding parkland deficiency that warrants attention and, accordingly, applicable policies and programs call for the City to consider increasing park resources and exploring concomitant funding mechanisms. Also, if certain demographic shifts continue, more schools may be needed. Therefore, school conditions will be examined as well. The City believes that additional facilities of these types should be designated on the Land Use Map after detailed site-specific analyses only.

E. Public Facilities

A separate map entitled "Future Public and Quasi-Public Facilities" illustrates the location of eighteen major facilities that provide and will continue to contribute important, necessary services to the community. They are:

1. City Hall - 125 E. College Street

2. Parks and Recreation Department Headquarters (Hollenbeck Park) - 1250 N. Hollenbeck Avenue

3. City Library - 234 N. Second Avenue

4. Joslyn Senior Center - 815 N. Barranca Avenue

5. City Yard - 534 N. Barranca Avenue

6. Police Station - 444 N. Citrus Avenue

7. Fire Station (Main) - 400 N. Citrus Avenue

8. Fire Station (#2) - 1577 E. Cypress Street

9. Fire Station (#3) - 807 W. Cypress Street

10. Covina Historical Society Museum - 125 E. College Street

11. United States Post Office (Federal Station) - 170 E. College Street

12. United States Post Office (Covina Main) - 545 N. Rimsdale Avenue

13. State of California Office Building - 233 N. Second Avenue

14. Inter-Community Medical Center - 210 W. San Bernardino Road

15. Magan Medical Clinic - 420 W. Rowland Street

16. Charter Oak Hospital - 1161 E. Covina Boulevard

17. Metrolink Commuter Train Station - East side of Citrus Avenue, just north of Metrolink Railroad Line. (As previously mentioned, the Metrolink Station is part of the Metrolink regional rail system, connecting downtown Los Angeles to San Bernardino County. See Circulation Element for more information.)

18. Waste Treatment Facility - location(s) not yet determined. (This was discussed in detail in Section "J" of the Land Use Study. Pursuant to AB 2948, the City will have to designate sites to accommodate hazardous waste facilities, which will be the topic of future planning and environmental studies.)

    As stated above, because Covina public facilities compose a relatively small land use percentage, it is believed that illustrating these facilities on a separate map best clarifies overall land use and growth strategies and policies. Basically, all existing resources have been retained. In land use planning, there is a strong relationship between public facility siting and overall, particularly residential, land use designation. Generally, long-term growth tends to demand greater services, which translates to showing additional public facilities on a land use map. In Covina, based on City planning analyses, existing facilities appear adequate in terms of location and resources, both for now and the immediate future. However, because this General Plan calls for moderate growth over the long-term planning horizon (again, a potential 12.3 percent population increase over the following twenty years, at build-out) and because the City will continue to annex more unincorporated land, additional public facilities and/or public facility resources (primarily personnel and equipment) may be needed. (Refer to the Land Use Study for clarification.) Therefore, as was the case with parks and schools, in accordance with applicable Land Use Element and Housing Element policies and programs, public facilities and related resources are to be monitored to identify any deficiencies and, accordingly, to address and attempt to mitigate potential problems.

V. PROGRAMS/IMPLEMENTATION MEASURES

Programs supplement the goal, objectives, and policies plus the Land Use Plan and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that the Land Use Element's goal, objectives, policies, and Plan will reach fruition. For clarification on these previously-discussed items, refer to Chapters III (Goal, Objectives, and Policies) and IV (Land Use Plan).

Covina Land Use Element programs/implementation measures are listed below. Some of the programs/measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/implementation measures are divided into three below-listed subject areas. Within each topical area, the programs are presented in no particular order. The measures are listed by description, responsible City department/division, funding source, and implementation timeframe. The three subject areas are:

A. Codes, Standards, and Plans

B. Procedural Matters

C. General Administration

A. Codes, Standards, and Plans

1. Zoning Ordinance

a. Background - Zoning is the most important and most often used implementation tool. Covina's Zoning Ordinance contains specific Land Use Element-based use regulations and development standards that are administered to manage the type, location, design, and intensity of new and expanded buildings, to achieve land use compatibility, to preserve trees and other sensitive resources, to amortize, abate, and/or deal with "major" nonconforming uses, and to establish the procedures and guidelines by which development applications are reviewed and decisions are made. The City will continue adherence to all applicable use regulations and development and density standards and, relating to the Housing Element, will ensure that sufficient numbers of vacant and underutilized sites are designated to accommodate multiple-family, upper density, and/or rental housing so that regional housing needs obligations can be best addressed.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund (refer to General Plan Housing Study for clarification on Redevelopment Agency funding).

d. Implementation Timeframe - Ongoing.

2. Design Guidelines

a. Background - Covina's Design Guidelines manual supplements the Zoning Ordinance and is also administered through the below-described project or Site Plan Review process. The Guidelines is comprised of various architecture, site design, and building materials, landscaping, parking lot, and sign standards and provisions that seek to enhance building appearance, function, and suitability with neighborhood activities, thereby furthering overall community image, appearance, quality of life, and land use compatibility goals, objectives, and policies.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

3. Planned Community Development (PCD) Overlay Zone

a. Background - The PCD is a Zoning-related overlay zone that establishes a precise development plan for a specific site and is applied on an as-requested, project-by-project basis to all types of uses. A PCD resulting in assisting the City to meet the Southern California Association of Governments' Regional Housing Needs Assessment that increases residential density above the General Plan maximums as set forth in the Land Use Element Section IV.B.1.a-c. is allowed under the General Plan. A PCD resulting in a zone change that increases residential density above the General Plan maximums as set forth in the Land Use Element Section IV.B.1a-c. is allowed under the General Plan as long as the overall growth rate is maintained citywide as determined by the City Council. The PCD process allows for reductions in development standards, which can, for example, increase housing affordability or generate economic development benefits if the proposal is particularly attractive, functional, and/or innovative, relates well to adjoining properties, and strongly furthers overall General Plan implementation.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

4. Capital Improvement Program

a. Background - The City operates on an annually updated five-year Capital Improvement Program that funds, or at least states the need to pay for, various capital projects, such as street widenings and improvements, water main replacement, storm drain construction, or park facility enhancement, on a prioritized basis. Capital projects must be consistent with the General Plan. Public improvements and capital facilities further land use objectives and policies and therefore implement the Land Use Plan.

b. Responsible City Department - Engineering Services Department, Planning Division, and Special Projects Division.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and Federal Community Development Block Grant (CDBG) monies.

d. Implementation Timeframe - Ongoing.

5. Subdivision Ordinance

a. Background - This is the City's body of regulations that control the manner in which land is divided. Like Zoning, Subdivision activities and decisions must be consistent with the General Plan. Therefore, Subdivision Ordinance provisions do affect land use regulations and long-term growth issues. Upon General Plan adoption, the Subdivision Ordinance should be amended as necessary to reflect revised land use (and Zoning) objectives, policies, and standards.

b. Responsible City Department - Engineering Services Department and Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

6. Chapter 11 of Municipal Code

a. Background - Chapter 11 is the Covina Municipal Code section where Engineering Services, in the Site Plan Review process, imposes on private developers land dedications, for street widening and other purposes, and street improvement requirements, such as curbs, gutters, and sidewalks and street lights. These requirements work toward realizing General Plan goals, objectives, and standards and thus relate to the distribution of land use.

b. Responsible City Department - Engineering Services Department.

c. Funding Source - City general fund.

d. Implementation Timeframe - Ongoing.

7. Building, Housing, and Related Codes

a. Background - The City will continue to enforce the Building and related structural Codes and the Housing, Energy, and other Codes to protect public health, safety, and welfare, thus also maintaining and improving community appearance, image, and vitality. All of this relates to land use.

b. Responsible City Department - Building and Safety Division, Fire and Police Departments, and any other applicable departments.

c. Funding Source - City general fund and any other sources.

d. Implementation Timeframe - Ongoing.

8. Redevelopment Agency Plans

a. Background - The Covina Redevelopment Agency (CRA) administers several revitalization projects that collectively form an overall Redevelopment Plan. The project areas, which are comprised of various non-contiguous, residential-, commercial-, and industrial-designated properties and districts, seek to eliminate blight, improve local economic opportunities (e.g., sales tax generation and job creation), and enhance community image by remodeling existing deteriorating properties, erecting new buildings, and/or constructing infrastructure improvements. This is done through various financing mechanisms and/or agreements with private developers. One of the most ambitious efforts has been in the downtown, where major street improvements have been constructed and a storefront facade enhancement program has been in operation. Other major redevelopment activities pertain to expanding the City's automobile sales district and attracting more nationally recognized retailers along Azusa Avenue. The Redevelopment Agency, through a special housing fund, also administers several viable local housing programs, which seek to preserve existing and create new lower and moderate income housing opportunities. (See Program "A-10" below for clarification.) Thus, Redevelopment activities, which target areas/properties for physical and economic betterment, affect the type, character, and intensity of land use and bolster community image and economic and social stability.

b. Responsible City Department - Redevelopment Agency and, when applicable, Planning Division.

c. Funding Source - Redevelopment Agency tax increment fund and, if necessary, City general fund and any other available sources.

d. Implementation Timeframe - Ongoing.

9. Town Center Specific Plan

a. Background - The City shall develop a specific plan for the Town Center or downtown area to best deal with the district's unique features so that physical, economic, and business objectives and policies can be realized and that mixed use projects (residential and commercial) can be accommodated, which would further affordable housing and economic development goals. State law authorizes cities to adopt specific plans for implementing their general plans in designated areas. Specific plans, which are most often used to ensure that multiple property owners and developers adhere to a common design criteria to benefit an overall neighborhood or area, provide more finite, though flexible development and circulation standards than Zoning. Another major intent of this specific plan process is to better link the downtown to the recently opened Metrolink Commuter Train Station. Thus, an "urban village" or livable cities component is sought, whereby housing, business, recreation, and transportation functions are considered in a planned and comprehensive fashion and vehicular trips are reduced (thus mitigating air pollution).

b. Responsible City Department - Planning Division and Redevelopment Agency.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Process will commence upon Land Use Element adoption.

10. Various Housing Measures

a. Background - The City will continue its existing and, where feasible, begin new Housing Element-listed programs, such as rent subsidy, code enforcement, rehabilitation, Neighborhood Preservation, deteriorating structure purchase, density bonus, granny flat/second unit, mixed use, and continued infill development acceptance, to maintain and improve the physical, aesthetic, economic, and social conditions of Covina's neighborhoods, to preserve and, where possible, expand the supply of lower and moderate income housing, and thus to sustain overall community stability and integrity as well.

b. Responsible City Department - Building and Safety Division, Planning Division, and Redevelopment Agency.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, Federal Community Development Block Grant (CDBG) monies, and code violator fines and tax liens.

d. Implementation Timeframe - Ongoing for some measures; other housing programs will commence upon adoption of the Land Use and Housing Elements.

11. Special Intensity Allowance

a. Background - In accordance with applicable intensity provisions established in the above Land Use Plan Chapter, the City will establish guidelines for permitting exceptions to the Medium and High Density and the Commercial and Industrial floor area ratio (FAR) limits as a means of creating flexibility in land use planning and decision-making activities. Specifically, pertaining to the Residential Medium and High Density categories, in a lower (or lower and moderate) income housing project that is deemed to strongly address Covina's housing situation and needs and best implement established General Plan goals, objectives, and policies, two dwelling units would be considered as one for density computation purposes. Regarding the Commercial and Industrial land use category floor area ratio maximums, which are 1.5 for General Commercial, 2.5 for Town Center Commercial, and 2.0 for Industrial, an FAR-exceeding project that affords the City with exceptionally high economic development, functional viability, architectural integrity, and/or image enhancement benefits and that, again, furthers overall Covina growth and revitalization goals and objectives shall be deemed acceptable. For exceptions in development intensity pertaining to both residential and nonresidential uses, applicable, implementing ordinances shall be prepared.

b. Responsible City Department - Planning Division.

c. Funding Source - City General Fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

12. Noise and Environmental Disturbances Ordinances

a. Background - The City will continue to reasonably enforce its Noise and Environmental Disturbances Ordinances and related provisions and policies as vehicles for ensuring land use compatibility, particularly between commercial or industrial and residential or other "sensitive" uses.

b. Responsible City Department - Building and Safety Division and Planning Division.

c. Funding Source - City General Fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

13. Regional Planning Mandate Accommodation

a. Background - The City will ensure that applicable portions of all Federal, State, regional, and County planning measures to reduce, control, and/or prevent traffic congestion, air pollution, household and business waste generation, storm water runoff, and other environmental problems are implemented and appropriately monitored to identify changing conditions. The air pollution and traffic congestion mitigation measures, which directly or indirectly affect land use, will essentially require the City to focus on economic development matters to, among other things, create as high a jobs-to-housing ratio as feasible (which reduces vehicle trips—refer to Section "J" of the Land Use Study for background information. See also Program "B-6" below.)

b. Responsible City Department - Planning Division and Environmental Services Department.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and various funds and grants pertaining to Environmental Services.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

14. Los Angeles County Hazardous Waste Management Plan Accommodation

a. Background - In response to a particular State law (AB 2948), which requires local governments to establish guidelines for handling industry-generated untreated hazardous wastes, the City will have to designate sites or zoning districts for the treatment of such wastes. In this process, to ensure that all future hazardous waste disposal will be accommodated in an environmentally safe, physically isolated, and affective manner, land use factors will have to be strongly considered.

b. Responsible City Department - Planning Division, Environmental Services Department, and/or possibly other departments/divisions.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, applicable grants, and any other sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

15. Covina Park Master Plan

a. Background - The City Parks and Recreation Department is finalizing a master plan for all City parks and recreational facilities, which will serve as a blueprint for park expansion and the improvement of existing open space resources. This document is in part based on the Land Use Plan and expands on park issues and needs discussed herein. The City will work to ensure overall consistency between these two proposals and assure that the Park Plan fulfills the intent of the Land Use Element goal and objectives.

b. Responsible City Department - Parks and Recreation Department and Planning Division.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and special park-related sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption and Park Master Plan adoption.

B. Procedural Matters

1. Zoning Ordinance Revision to Achieve General Plan Consistency

a. Background - As required by State planning law, the Zoning text and Map will be revised to conform to the new General Plan land use distribution, policy orientation, program framework, building intensity provisions and limits, and development standards to streamline and clarify key portions of the document and to incorporate applicable new State requirements, such as open space zoning. As part of the Zoning Ordinance/General Plan consistency activity, the City will appropriately handle existing and newly created major or "detrimental" nonconforming uses, such as old residential properties in commercial or industrial areas, considering land use compatibility, physical betterment, economic development, and related factors.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

2. Consistency Between General Plan and Other Plans/Documents

a. Background - City Departments and the Redevelopment Agency administer various plans and measures that directly or indirectly relate to land use. Where necessary, the Planning Division will ensure consistency between the revised Land Use Element and these other germane plans/documents, which include, but are not limited to, the Redevelopment Project Area Plans, Park Master Plan, the Subdivision Ordinance, and the Capital Improvement Program, to the greatest extent possible.

b. Responsible City Department - Planning Division and possibly other departments/divisions.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and any other potential sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

3. Site Plan Review Process

a. Background - This is the process by which private development and use applications and certain public proposals are reviewed and by which General Plan, Zoning Ordinance, and Design Guidelines provisions are administered. Site Plan Review also serves as a mechanism for determining General Plan/Zoning consistency, for ascertaining whether the PCD process (see Program "A-3") can be applied, for routing projects to other City departments/divisions for study and comment, and for addressing overall City service and infrastructure accommodation issues and related matters. When reviewing applications, the City may impose reasonable conditions to ensure conformance with respect to the General Plan, Zoning Ordinance, Design Guidelines, and other documents. This process shall continue.

b. Responsible City Department - Planning Division (primarily) and other City departments/divisions.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

4. Environmental Impact Review Process

a. Background - The California Environmental Quality Act (CEQA) requires examination of environmental and physical and certain social and economic impacts when reviewing generally major use or development applications, general plan amendments, zone changes, and/or related matters. The analysis occurs during the Site Plan Review process. For applicable projects, typical areas of concern pertain to site geology and grading, proximity to any active earthquake faults, potential erosion, storm water runoff and/or flooding, species degradation, vehicular traffic, noise, and/or land use compatibility. The City will continue to follow all applicable CEQA provisions at all levels in its planning activities.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

5. Code Enforcement

a. Background - In situations where Zoning-, Site Plan Review-, and/or Building and Safety-related Code requirements are not met, particularly when there is a major threat to public health, safety, and welfare, the City attempts to abate or at least mitigate the violation(s). When residential properties are involved, the City administers two particular Ordinances, Property Maintenance and Abatement of Real Property Nuisances. Code violations range from greatly unkempt property to structural inadequacy to illegal dwelling units, which, if left unchecked, in the aggregate, not only could jeopardize individual health and safety but could diminish overall community image, appearance, character, social stability, and economic vitality, all of which directly or indirectly relate to land use. Aside from abating nuisances, a key function of Code Enforcement is to educate the public on the general importance of maintaining their properties. To ensure that all land use and other General Plan goals, objectives, and policies are furthered, the City will continue with its existing, and, where possible, expand, Code Enforcement and related matters pertaining to both residential neighborhoods and commercial and/or industrial districts. Particular emphasis shall be placed on achieving a comprehensive, coordinated approach among various City departments/divisions and abating problems on a target area basis (Neighborhood Preservation Program). In general, Covina will attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.

b. Responsible City Department - Building and Safety Division, Planning Division, Special Programs Division, and any other applicable City departments/divisions.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, violator fines/tax liens, Federal Community Development Block Grant (CDBG) monies, and any other available sources.

d. Implementation Timeframe - Ongoing and, for program expansion, commencing upon Land Use Element adoption.

6. Infrastructure and Service Level Accommodation

a. Background - The City will monitor the impacts of all future development on City services and on the infrastructure and prepare appropriate responses in terms of general project conditions and the consideration of new funding mechanisms. The maintenance of the local infrastructure, including, but not limited to, the street and storm drain systems, and municipal services, is essential to realize Covina General Plan goals, objectives, and policies pertaining to preserving residential as well as commercial and industrial uses, supporting moderate growth, and encouraging revitalization. As stated in the policy section above, attention will be made to considering new funding mechanisms to deal with needed street repairs as well as potential park/open space development and expansion. Also, City public safety resources and public school facilities will have to be periodically analyzed as well to ensure their sufficiency.

b. Responsible City Department - Planning Division (possibly working with other departments/divisions).

c. Funding Source - City General Fund, Redevelopment Agency tax increment fund, and potentially other sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

7. Local Economy Accommodation

a. Background - The City will monitor the development and preservation of housing units and commercial and industrial properties from the standpoint of necessary economic development obligations, particularly in terms of an approach that retains and bolsters as high a jobs-to-housing ratio and as strong a sales tax generation amount as possible, that enhances Covina's image and appearance, and that maintains community businesses. In recognition of the high regard the City has for economic development matters, through working with the newly established Economic Development Committee, the City Chamber of Commerce, and/or other groups, the community will take reasonable, appropriate measures (like, as described in Program "C-11" below, attempting to remove constraints on development) to make the City more attractive to prospective and existing, potentially expanding businesses. Besides the obvious job creation and sales tax increase benefits that new and expanded businesses afford, as stated above, economic development also implements land use, beautification/revitalization, community image enhancement, and related General Plan goals, objectives, and policies.

b. Responsible City Department - Planning Division and Special Programs Division (possibly working with other departments/divisions).

c. Funding Source - General Fund, Redevelopment Agency Tax Increment Fund, and any other available sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

8. Monitoring of Metrolink Commuter Train Station Impacts

a. Background - The recently-opened Metrolink Commuter Train Station, located on the east side of Citrus Avenue, just north of the railroad tracks, will have land use, traffic, circulation, and other impacts that the City should monitor and, if appropriate, attempt to best exploit in relation to ongoing and potential downtown revitalization activities, such as, respectively, the storefront facade improvement program, various public and private improvements, and mixed use developments that reflect "urban village" or livable cities concepts. (Refer also to Program "A-9" above.)

b. Responsible City Department - Planning Division (possibly working with other departments/divisions).

c. Funding Source - City General Fund, Redevelopment Agency tax increment fund, and any other potential sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

9. Preservation of Special Residential Districts and/or Buildings

a. Background - The City will designate and attempt to preserve local residential and other areas and/or buildings that are deemed architecturally and/or historically significant.

b. Responsible City Department - Covina Valley Historical Society and Planning Division.

d. Funding Source - City general fund, Redevelopment Agency tax increment fund, and (pertaining to the Historical Society) volunteer assistance.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

10. Graffiti and Crime Abatement

a. Background - The City will continue to support and, if possible, through reasonable means, expand the voluntary graffiti abatement program, which, along with general Code Enforcement activities, will improve the vitality of Covina neighborhoods. Also, through the Code Enforcement-related Neighborhood Preservation Program, the City will continue to attempt to reduce the incidence of crime, which has been a major factor in structural and/or area deterioration.

b. Responsible City Department - Administration Department, Building and Safety Division, Planning Division, and City Gang and Graffiti Task Force.

c. Funding Source - Volunteer assistance, with funds received from donations and, if possible, fines and/or tax penalties imposed on owners of delinquent properties. Also, City general fund, Redevelopment Agency tax increment fund, and Federal Community Development Block Grant (CDBG) monies.

d. Implementation Timeframe - Ongoing and continuing after Land Use Element adoption.

11. Removal of Governmental Development Constraints

a. Background - The City will review all development Codes, notably Zoning, and modify those found to be unnecessary or burdensome in constructing or improving housing and in maintaining and attracting new businesses. In addition, the City will study its project and use application review processes and streamline any identified over-lengthy procedures to create a more efficient, reasonable, and "business friendly" atmosphere.

b. Responsible City Department - Building and Safety Division and Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

12. Monitoring For Any Changes in Land Use and Related Issues

a. Background - The City will monitor its identified land use and related issues from time to time to detect any changes warranting modification in the City's strategies, policies, or programs.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

13. Consideration of New Programs and Maintaining Information on Existing and Potential Funding Sources and Programs

a. Background - The City shall study and consider the feasibility of utilizing any other applicable, potentially viable programs and will compile and maintain updated information on existing and potential funding sources and land use programs.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

14. Annexations and Sphere of Influence Matters

a. Background - Working with willing property owners or developers in the unincorporated/Sphere of Influence area and with the County, the City will continue to process and, where appropriate, encourage annexation requests. Expanding the City limits will give Covina authority over more areas and therefore additional leverage for implementing the General Plan. However, the provision of services and infrastructure must also be considered. In addition, changes in the Covina Sphere of Influence itself should also be considered where the City has an interest in a particular location or area (such as the designated "Study Area" on the Land Use Map) and where City services and adequate infrastructure can be provided.

b. Responsible City Department - Administration Department and Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

15. Utilization of Development Agreements

a. Background - Whether handled by the City or the Redevelopment Agency, this approach could be utilized in the development of certain major projects, particularly those built in phases, to attain uses that would facilitate General Plan implementation. The basic development agreement, which is authorized by State law, enables a City to enter into a binding contract with a builder that, in addition to underlying proposal conditions, assures the City as to the type, character, amenities, public improvements, and "benefits" of the development, while guaranteeing the project sponsor that the necessary building permits will be issued regardless of changes in regulations. Other types of development agreements, such as Redevelopment Agency assistance to builders of needed lower income housing units or economically beneficial commercial uses, may be appropriate as well.

b. Responsible City Department - Administration Department, Planning Division, and/or Redevelopment Agency.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund; in some cases private (developer) funds may be used in creating an agreement or in another aspect of this process.

d. Implementation Timeframe - Ongoing and continuing upon Land Use Element adoption.

16. Utilization of Market Studies and Fiscal Impact Analyses

a. Background - If deemed necessary to determine project feasibility, economic costs and benefits to the City, and/or land use, circulation, community image, and/or other impacts, the City should require developers, project sponsors, or others to submit appropriate market studies and/or fiscal impact analyses. The findings of these reports would be considered in the City's project evaluation and decision-making processes. Thus, this type of information could also verify development consistency with the General Plan.

b. Responsible City Department - Administration Department, Planning Division, and/or Redevelopment Agency.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund; in many cases, however, private (developer) funds would be used in preparing a study/analysis or in another aspect of this process.

d. Implementation Timeframe - Ongoing and continuing upon Land Use Element adoption.

C. General Administration

1. Inter-governmental Coordination

a. Background - To most fairly and best deal with land use, traffic, and other issues at or near Covina's border areas, the City will continue routing various plans and documents to and reviewing development and public proposals from neighboring communities and Los Angeles County. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups, including, but not limited to, the State, school districts, and utility companies. In the case of reviewing, for example, an expanding school site, the City will strive to ensure, to the greatest extent possible, that the altered facility complies with all applicable Covina codes, standards, and policies. This inter-governmental activity will, among other things, acknowledge City concerns, desires, and/or intentions over particular developments and related actions in an atmosphere of respect and cooperation.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

2. Intra-governmental Coordination

a. Background - In carrying out its various land use-related and planning activities and programs/measures, where appropriate and feasible, such as in the Code Enforcement-related Neighborhood Preservation Program, the Planning Division will attempt to work with other City departments/divisions to best approach and handle various developments, proposals, issues, and problems. In light of changing Covina demographic, social, economic, and housing conditions as well as other trends, it is believed that this holistic orientation is essential and thus will best implement General Plan goals, objectives, and policies.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

3. Public Involvement

a. Background - In compliance with State planning law, the City will endeavor to promote the importance of the General Plan as well as implementing programs/measures, such as economic development and code enforcement matters, to the public, businesses, developers, Covina employees, and other interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at additional available opportunities through informational handouts, brochures, press releases, and any other mediums deemed appropriate. When General Plan updates are done, persons, groups, and organizations shall be notified through State-defined public hearings and, if appropriate, by way of other means. Frequent public education is an important ingredient in successful general plan implementation.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon adoption of last phase of the General Plan update.

4. General Plan Review and Revisions

a. Background - State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation, with an emphasis on Housing Element-defined needs accommodation. The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives, policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. An example of this situation will occur in 1996, when the Housing Element will have to be revised to incorporate new regional “housing needs” figures. Moreover, appropriate, occasional monitoring of the General Plan components shall occur. Lastly, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon adoption of the last phase of the General Plan update.

5. Land Use Element Implementation

a. Background - In accordance with the State planning law/Government Code criteria, the City will implement the Covina Land Use Element in a manner compatible to the desired implementation/administration of all other General Plan Elements, as presented in those chapters, City and Redevelopment Agency plans, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

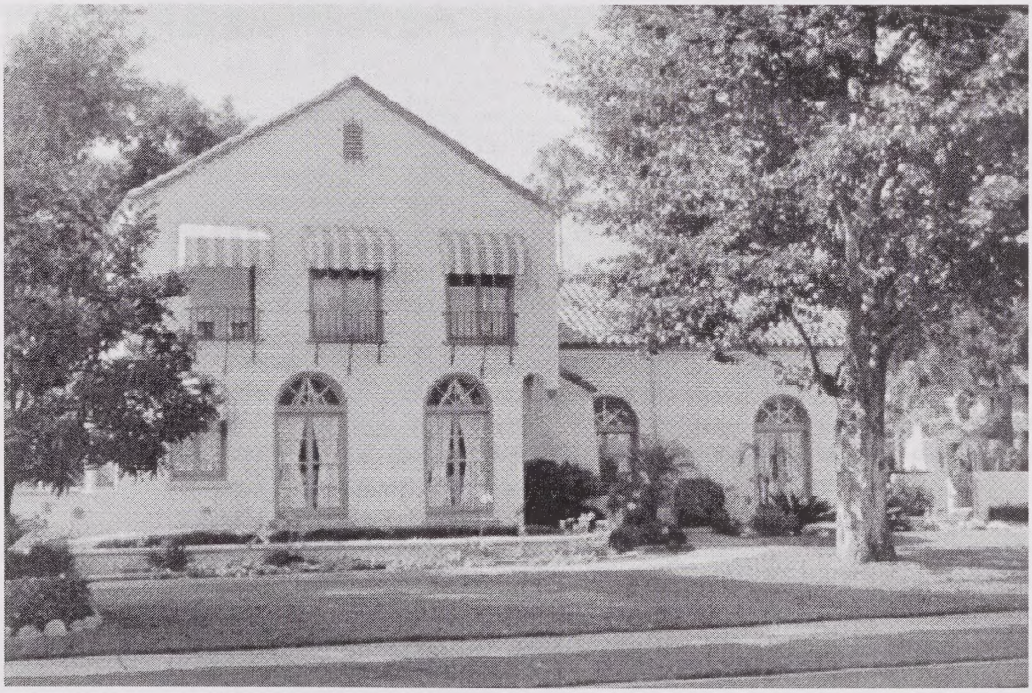
d. Implementation Timeframe - Commencing upon Land Use Element adoption.

6. Maintenance of City Departments/Divisions Responsible for Land Use Matters

a. Background - In order to carry out its various land use and related responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer and monitor the General Plan, Zoning Ordinance, Design Guidelines, and various non-Planning Codes as well as to control and monitor various accompanying processes, such as Site Plan Review and Environmental Impact Review. In addition, Covina will maintain resources to administer and monitor City land use programs, to preserve and improve the community's housing stock, to maintain and expand the economic base, and to disseminate applicable information and provide assistance to the public.

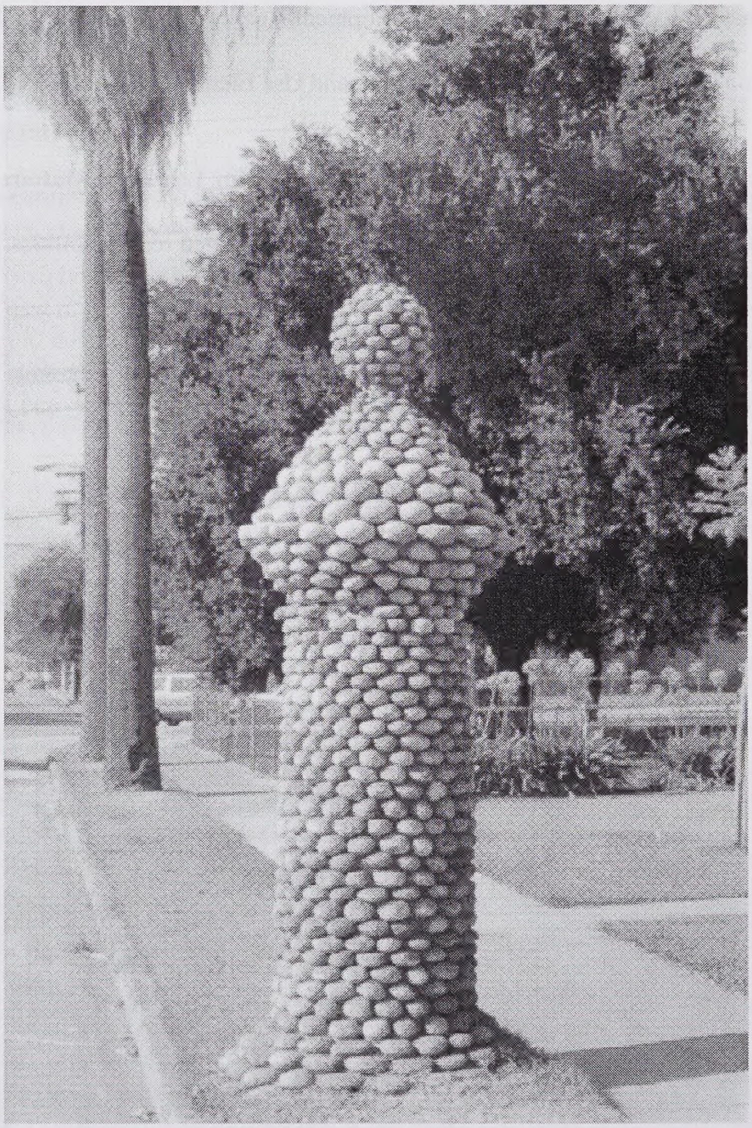
b. Responsible City Department - Building and Safety Division, Planning Division, Redevelopment Agency, and Special Programs Division.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, fines and/or tax liens from Code Enforcement activities, Federal Community Development Block Grant (CDBG) funding, and any other available local, State, and/or Federal monies.



PICTURE 20. SINGLE-FAMILY RESIDENCE IN ADAMS PARK NEIGHBORHOOD, WESTERN PORTION OF DOWNTOWN. ADAMS PARK CONTAINS MANY ARCHITECTURALLY AND/OR HISTORICALLY SIGNIFICANT HOMES WORTHY OF PRESERVATION, AS DEEMED DESIRABLE UNDER THE GENERAL PLAN.

d. Implementation Timeframe - Ongoing and continuing after Land Use Element adoption.



PICTURE 21. HISTORIC, DECORATIVE PYLON, ON HOLLENBECK AVENUE NEAR SAN BERNARDINO ROAD. THE STRUCTURE IS ONE OF TWO REMAINING PYLONS IN THE AREA AND SIGNIFIES THE ENTRANCE OF THE PREVIOUSLY EXISTING ADAMS RANCH, WHICH IS NOW DEVELOPED AS THE ADAMS PARK NEIGHBORHOOD AND COVINA PARK.

VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

As stated in the above Background section, Land Use is the central General Plan Element, the one that correlates land use and related issues among all chapters. However, the Land Use Element is most closely tied to the Circulation, Housing, and Safety chapters. There is a close relationship to the Circulation Element, which establishes circulation and transportation systems and facilities, because, under law, the Land Use Plan must be consistent with and bolstered by circulation and transportation components. Conversely, the Circulation Element's provisions reflect the goal, objectives, policies, and Land Use Plan of the Land Use Element. Any changes in either Element therefore will have a resultant impact upon the other. This inextricable connection between the two chapters is best illustrated by the fact that the Circulation Plan is superimposed upon the Land Use Map. In relation to the Housing Element, which aims to identify and meet housing needs and problems, the Housing component utilizes the same land use and building density frameworks and population and dwelling unit projections put forth in the Land Use Element/Map in accommodating growth, addressing housing-related challenges, and administering its State-required, ambitious housing program/implementation measures (relating to preservation, improvement, and similar issues). Moreover, the Land Use chapter is closely associated with the Safety Element, the General Plan component that serves to protect the community from any unreasonable risks associated with the effects of various potential disasters. In the Safety chapter, areas prone to flooding or other major hazards are identified from and handled in a manner conforming to that of the Land Use Element. The Land Use chapter similarly establishes a foundation for the Natural Resources and Open Space Element, which strives to protect local natural resources and open space areas, and the Noise chapter, a component that addresses excessive noise exposure. Although the strength of the relationship of the above Elements to the central Land Use chapter varies, all six mandatory General Plan Elements are important in that they address specific areas and needs pertaining to a community's physical development, appearance, character, and quality of life and, therefore, as documented under State law and mentioned below, the six chapters carry equal legal status.

Thus, it is important for the Land Use Element to be consistent with all chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is, again, underscored by State law as well. Section 65300.5 of the California Government Code states that ". . . the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives, and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or land use, circulation/infrastructure, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives, and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Land Use Element preparation, topical goals, objectives, policies, and programs/implementation measures have been cross-checked with those in other Elements, particularly Circulation, Housing, and Safety, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Land Use and each and every Element will realize the same results. Furthermore, if the Land Use Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program "C4," the City will monitor all major aspects of Land Use Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Land Use chapter implementation, particularly with respect to inter-Element unity and coherence.

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VII. CITIZEN PARTICIPATION IN LAND USE ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for Land Use as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.

2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.

3. Conducted "town hall meetings" and public forums.

4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.

5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.

6. Received numerous comments from the public (in this case regarding land use) on the phone, at the counter, and in the course of site-specific project reviews.

7. Met with and elicited the views of Covina's Housing Advisory Committee.

8. Organized, met with, and elicited the views of a land use subcommittee of Covina's General Plan Update Committee that addressed land use and related issues.

9. Met with and elicited the views of City of Covina employees who deal with land use and development matters.

10. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, utility companies, regional agencies, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of land use issues and, therefore, in developing the applicable goal, objectives, policies, Land Use Plan, and programs/implementation measures as well. Refer to the Land Use and Housing Studies for clarification on the above activities and on the input received from the respective measures. Also, related material and information pertaining to these items are on file in the City Planning Division. Thus, the City of Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Land Use Element.

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VIII. MONITORING LAND USE ELEMENT IMPLEMENTATION

In order for the General Plan Land Use Element's goal and the objectives, policies, and Land Use Plan to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina physically, economically, socially, and aesthetically, the Element must be implemented as proposed though effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Land Use Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a City shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation, including the progress in meeting its share of (housing element-related) regional housing needs. . ." Because Land Use is the most important chapter, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Land Use Element implementation framework as Program "C4," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Land Use Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established land use goal and objectives, this approach will facilitate preparing General Plan amendments.

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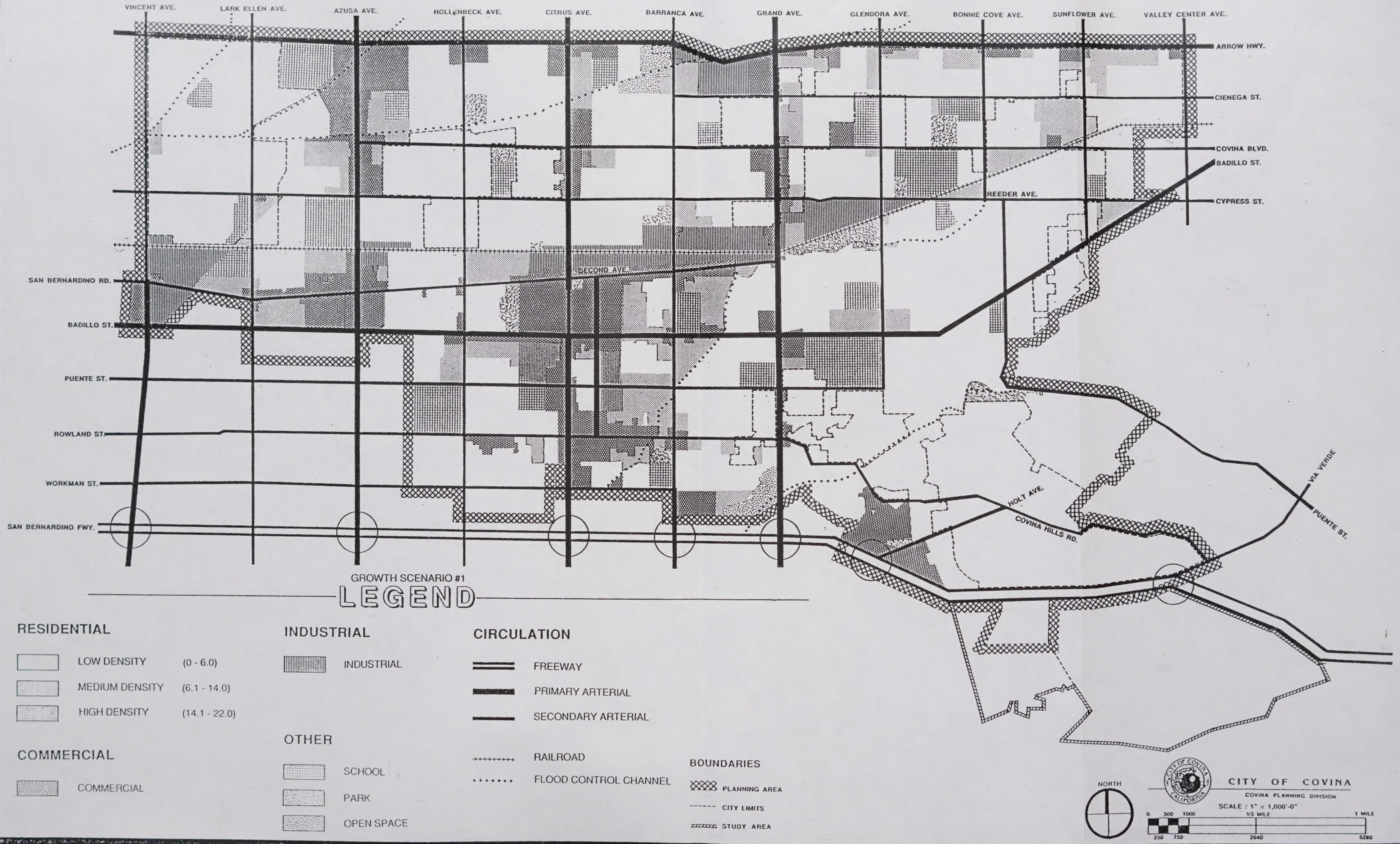
COVINA GENERAL PLAN STATUS QUO GROWTH SCENARIO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GROWTH SCENARIO #1

LEGEND

RESIDENTIAL

- ☐ LOW DENSITY (0 - 6.0)
- ▨ MEDIUM DENSITY (6.1 - 14.0)
- ▨ HIGH DENSITY (14.1 - 22.0)

COMMERCIAL

- ▨ COMMERCIAL

INDUSTRIAL

- ▨ INDUSTRIAL

OTHER

- ▨ SCHOOL
- ▨ PARK
- ▨ OPEN SPACE

CIRCULATION

- ═ FREEWAY
- ━ PRIMARY ARTERIAL
- ─ SECONDARY ARTERIAL
- ++++++ RAILROAD
- ······ FLOOD CONTROL CHANNEL

BOUNDARIES

- ▩ PLANNING AREA
- - - - CITY LIMITS
- ▨ STUDY AREA

CITY OF COVINA
COVINA PLANNING DIVISION

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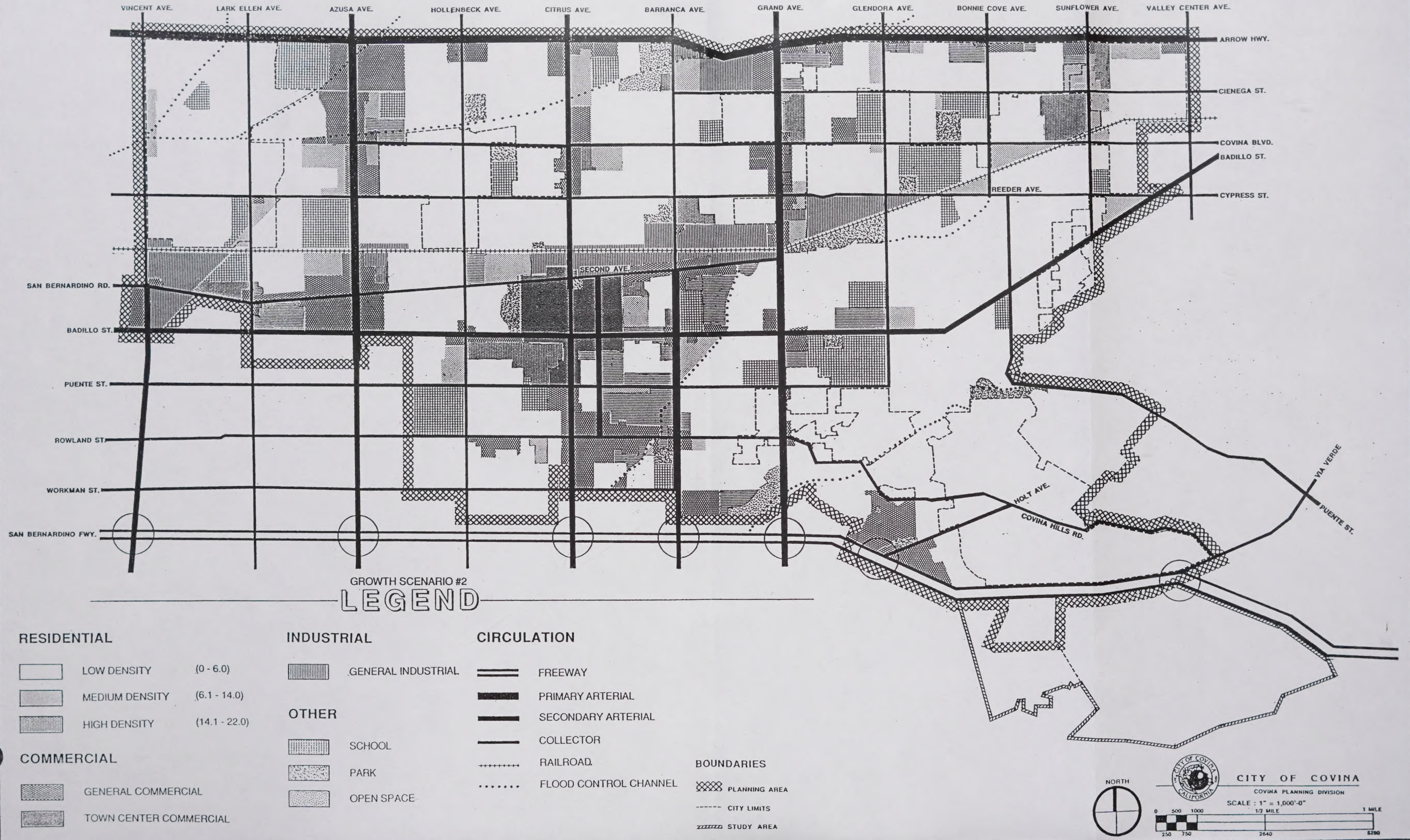
COVINA GENERAL PLAN

MODERATE GROWTH SCENARIO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GROWTH SCENARIO #2
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MEDIUM DENSITY (6.1 - 14.0)
HIGH DENSITY (14.1 - 22.0)
COMMERCIAL
GENERAL COMMERCIAL
TOWN CENTER COMMERCIAL
INDUSTRIAL
GENERAL INDUSTRIAL
OTHER
SCHOOL
PARK
OPEN SPACE
CIRCULATION
FREEWAY
PRIMARY ARTERIAL
SECONDARY ARTERIAL
COLLECTOR
RAILROAD
FLOOD CONTROL CHANNEL
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
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CITY OF COVINA
CALIFORNIA
CITY OF COVINA
COVINA PLANNING DIVISION
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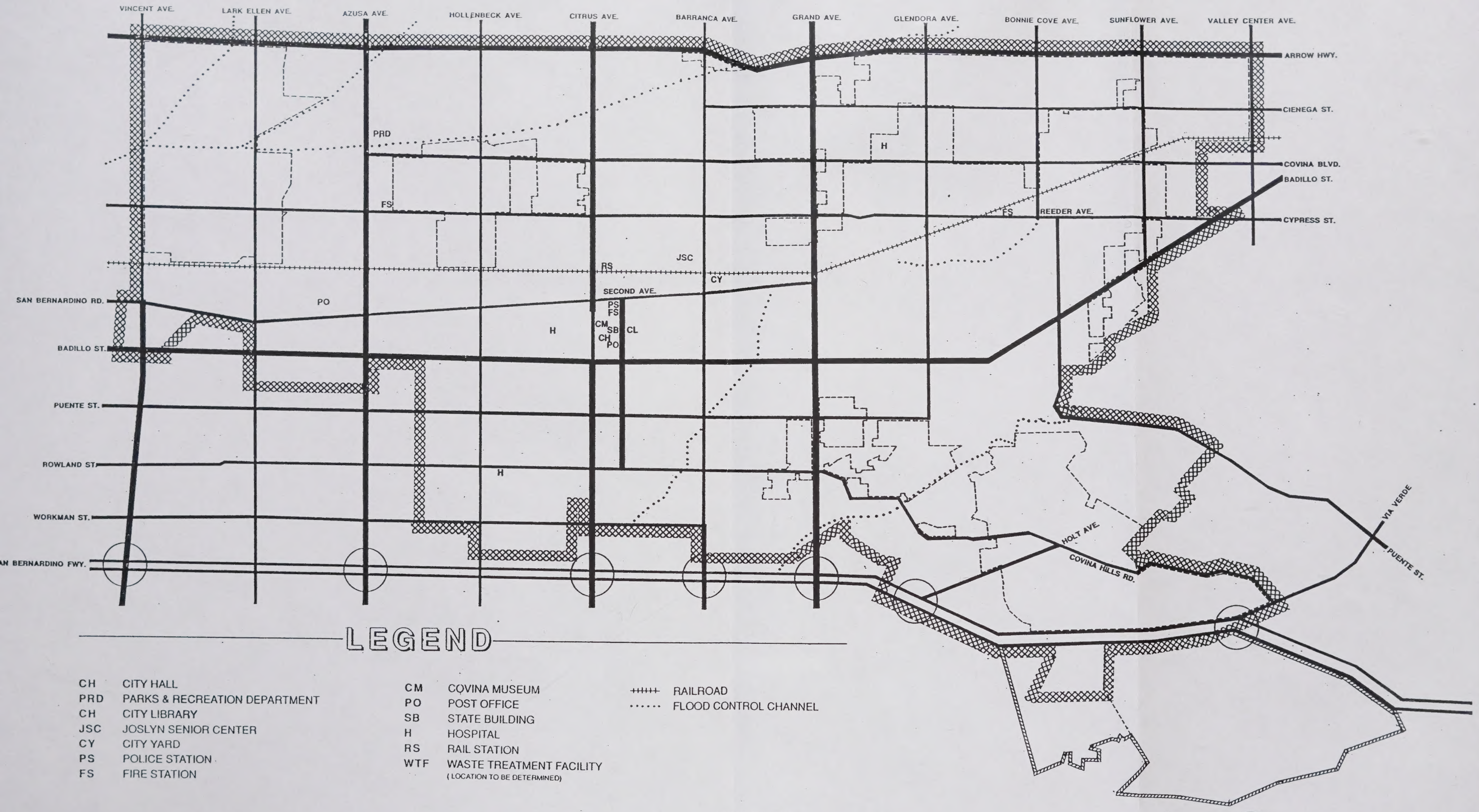
COVINA GENERAL PLAN - FUTURE PUBLIC AND QUASI-PUBLIC FACILITIES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LEGEND

CH	CITY HALL
PRD	PARKS & RECREATION DEPARTMENT
CH	CITY LIBRARY
JSC	JOSLYN SENIOR CENTER
CY	CITY YARD
PS	POLICE STATION
FS	FIRE STATION
CM	COVINA MUSEUM
PO	POST OFFICE
SB	STATE BUILDING
H	HOSPITAL
RS	RAIL STATION
WTF	WASTE TREATMENT FACILITY (LOCATION TO BE DETERMINED)
++++++	RAILROAD
......	FLOOD CONTROL CHANNEL

BOUNDARIES

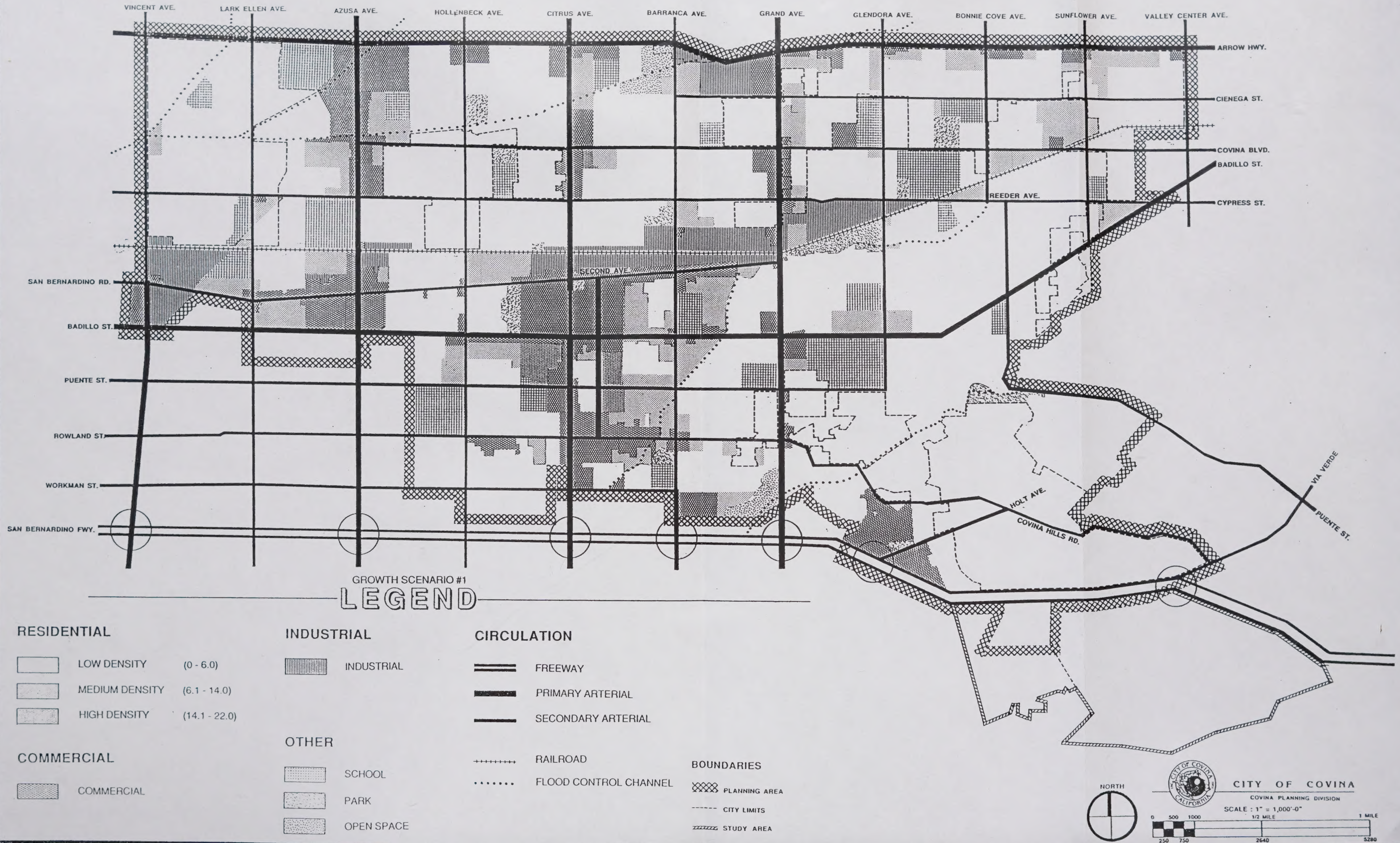
▨ PLANNING AREA

------ CITY LIMITS

▨ STUDY AREA

* SEE LAND USE MAP FOR SCHOOL AND PARK LOCATIONS

COVINA GENERAL PLAN STATUS QUO GROWTH SCENARIO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GROWTH SCENARIO #1
LEGEND
RESIDENTIAL
LOW DENSITY (0 - 6.0)
MEDIUM DENSITY (6.1 - 14.0)
HIGH DENSITY (14.1 - 22.0)
COMMERCIAL
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INDUSTRIAL
INDUSTRIAL
OTHER
SCHOOL
PARK
OPEN SPACE
CIRCULATION
FREEWAY
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SECONDARY ARTERIAL
RAILROAD
FLOOD CONTROL CHANNEL
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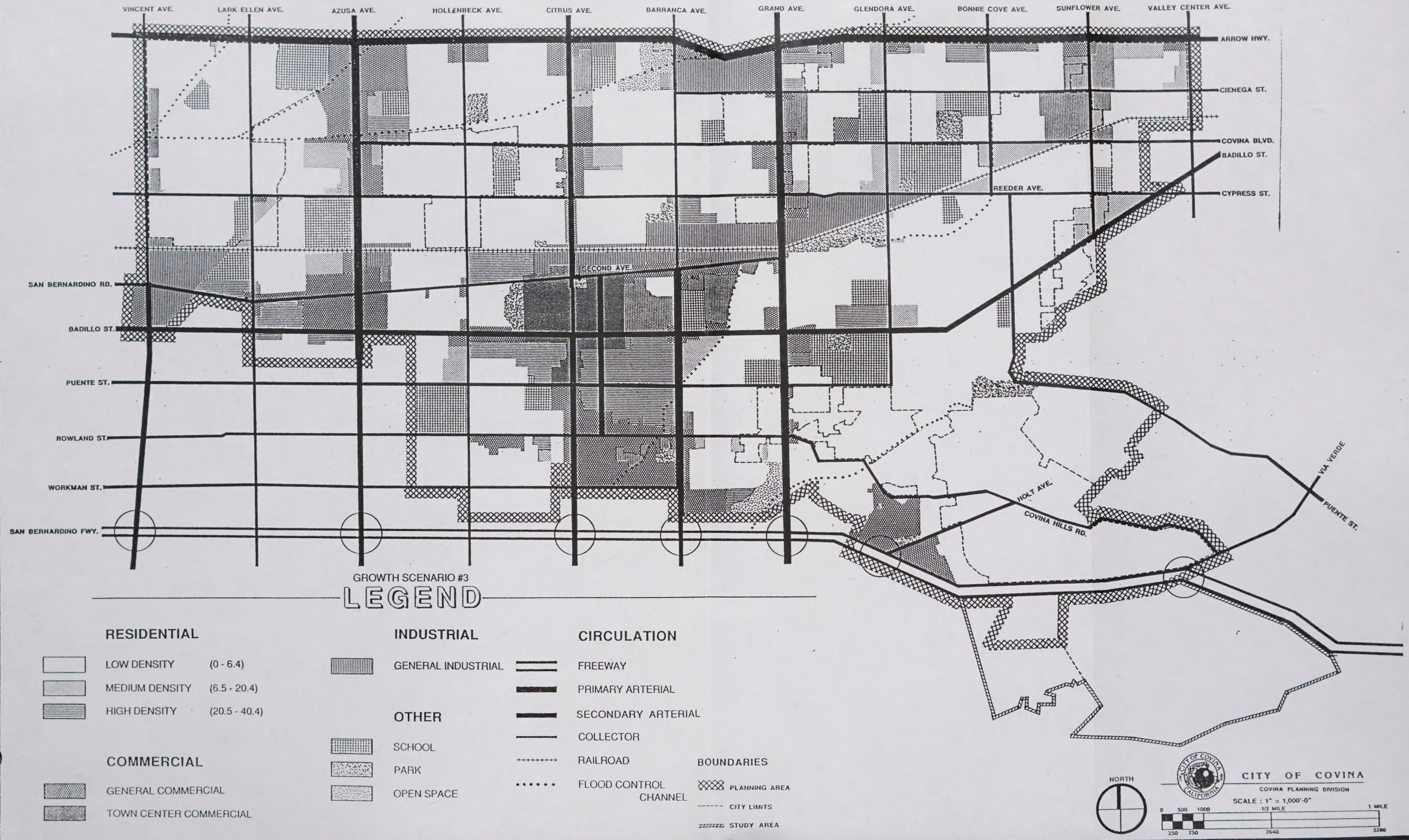
COVINA GENERAL PLAN — HIGH GROWTH SCENARIO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VIA VERDE
PUENTE ST.
GROWTH SCENARIO #3
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MEDIUM DENSITY (6.5 - 20.4)
HIGH DENSITY (20.5 - 40.4)
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GENERAL COMMERCIAL
TOWN CENTER COMMERCIAL
INDUSTRIAL
GENERAL INDUSTRIAL
OTHER
SCHOOL
PARK
OPEN SPACE
CIRCULATION
FREEWAY
PRIMARY ARTERIAL
SECONDARY ARTERIAL
COLLECTOR
RAILROAD
FLOOD CONTROL CHANNEL
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
NORTH
CITY OF COVINA
CALIFORNIA
CITY OF COVINA
COVINA PLANNING DIVISION
SCALE : 1" = 1,000'-0"
0
500
1000
1/2 MILE
1 MILE
250
750
2640
5280

V. PROGRAMS/IMPLEMENTATION MEASURES

Programs supplement the goal, objectives, and policies plus the Land Use Plan and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that the Land Use Element's goal, objectives, policies, and Plan will reach fruition. For clarification on these previously-discussed items, refer to Chapters III (Goal, Objectives, and Policies) and IV (Land Use Plan).

Covina Land Use Element programs/implementation measures are listed below. Some of the programs/measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/implementation measures are divided into three below-listed subject areas. Within each topical area, the programs are presented in no particular order. The measures are listed by description, responsible City department/division, funding source, and implementation timeframe. The three subject areas are:

A. Codes, Standards, and Plans

B. Procedural Matters

C. General Administration

A. Codes, Standards, and Plans

1. Zoning Ordinance

a. Background - Zoning is the most important and most often used implementation tool. Covina's Zoning Ordinance contains specific Land Use Element-based use regulations and development standards that are administered to manage the type, location, design, and intensity of new and expanded buildings, to achieve land use compatibility, to preserve trees and other sensitive resources, to amortize, abate, and/or deal with "major" nonconforming uses, and to establish the procedures and guidelines by which development applications are reviewed and decisions are made. The City will continue adherence to all applicable use regulations and development and density standards and, relating to the Housing Element, will ensure that sufficient numbers of vacant and underutilized sites are designated to accommodate multiple-family, upper density, and/or rental housing so that regional housing needs obligations can be best addressed.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund (refer to General Plan Housing Study for clarification on Redevelopment Agency funding).

d. Implementation Timeframe - Ongoing.

2. Design Guidelines

a. Background - Covina's Design Guidelines manual supplements the Zoning Ordinance and is also administered through the below-described project or Site Plan Review process. The Guidelines is comprised of various architecture, site design, and building materials, landscaping, parking lot, and sign standards and provisions that seek to enhance building appearance, function, and suitability with neighborhood activities, thereby furthering overall community image, appearance, quality of life, and land use compatibility goals, objectives, and policies.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

3. Planned Community Development (PCD) Overlay Zone

a. Background - The PCD is a Zoning-related overlay zone that establishes a precise development plan for a specific site and is applied on an as-requested, project-by-project basis to all types of uses. The PCD process allows for reductions in development standards, which can, for example, increase housing affordability or generate economic development benefits if the proposal is particularly attractive, functional, and/or innovative, relates well to adjoining properties, and strongly furthers overall General Plan implementation.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

4. Capital Improvement Program

a. Background - The City operates on an annually updated five-year Capital Improvement Program that funds, or at least states the need to pay for, various capital projects, such as street widenings and improvements, water main replacement, storm drain construction, or park facility enhancement, on a prioritized basis. Capital projects must be consistent with the General Plan. Public improvements and capital facilities further land use objectives and policies and therefore implement the Land Use Plan.

b. Responsible City Department - Engineering Services Department, Planning Division, and Special Projects Division.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and Federal Community Development Block Grant (CDBG) monies.

d. Implementation Timeframe - Ongoing.

5. Subdivision Ordinance

a. Background - This is the City's body of regulations that control the manner in which land is divided. Like Zoning, Subdivision activities and decisions must be consistent with the General Plan. Therefore, Subdivision Ordinance provisions do affect land use regulations and long-term growth issues. Upon General Plan adoption, the Subdivision Ordinance should be amended as necessary to reflect revised land use (and Zoning) objectives, policies, and standards.

b. Responsible City Department - Engineering Services Department and Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

6. Chapter 11 of Municipal Code

a. Background - Chapter 11 is the Covina Municipal Code section where Engineering Services, in the Site Plan Review process, imposes on private developers land dedications, for street widening and other purposes, and street improvement requirements, such as curbs, gutters, and sidewalks and street lights. These requirements work toward realizing General Plan goals, objectives, and standards and thus relate to the distribution of land use.

b. Responsible City Department - Engineering Services Department.

c. Funding Source - City general fund.

d. Implementation Timeframe - Ongoing.

7. Building, Housing, and Related Codes

a. Background - The City will continue to enforce the Building and related structural Codes and the Housing, Energy, and other Codes to protect public health, safety, and welfare, thus also maintaining and improving community appearance, image, and vitality. All of this relates to land use.

b. Responsible City Department - Building and Safety Division, Fire and Police Departments, and any other applicable departments.

c. Funding Source - City general fund and any other sources.

d. Implementation Timeframe - Ongoing.

8. Redevelopment Agency Plans

a. Background - The Covina Redevelopment Agency (CRA) administers several revitalization projects that collectively form an overall Redevelopment Plan. The project areas, which are comprised of various non-contiguous, residential-, commercial-, and industrial-designated properties and districts, seek to eliminate blight, improve local economic opportunities (e.g., sales tax generation and job creation), and enhance community image by remodeling existing deteriorating properties, erecting new buildings, and/or constructing infrastructure improvements. This is done through various financing mechanisms and/or agreements with private developers. One of the most ambitious efforts has been in the downtown, where major street improvements have been constructed and a storefront facade enhancement program has been in operation. Other major redevelopment activities pertain to expanding the City's automobile sales district and attracting more nationally recognized retailers along Azusa Avenue. The Redevelopment Agency, through a special housing fund, also administers several viable local housing programs, which seek to preserve existing and create new lower and moderate income housing opportunities. (See Program "A-10" below for clarification.) Thus, Redevelopment activities, which target areas/properties for physical and economic betterment, affect the type, character, and intensity of land use and bolster community image and economic and social stability.

b. Responsible City Department - Redevelopment Agency and, when applicable, Planning Division.

c. Funding Source - Redevelopment Agency tax increment fund and, if necessary, City general fund and any other available sources.

d. Implementation Timeframe - Ongoing.

9. Town Center Specific Plan

a. Background - The City shall develop a specific plan for the Town Center or downtown area to best deal with the district's unique features so that physical, economic, and business objectives and policies can be realized and that mixed use projects (residential and commercial) can be accommodated, which would further affordable housing and economic development goals. State law authorizes cities to adopt specific plans for implementing their general plans in designated areas. Specific plans, which are most often used to ensure that multiple property owners and developers adhere to a common design criteria to benefit an overall neighborhood or area, provide more finite, though flexible development and circulation standards than Zoning. Another major intent of this specific plan process is to better link the downtown to the recently opened Metrolink Commuter Train Station. Thus, an "urban village" or livable cities component is sought, whereby housing, business, recreation, and transportation functions are considered in a planned and comprehensive fashion and vehicular trips are reduced (thus mitigating air pollution).

b. Responsible City Department - Planning Division and Redevelopment Agency.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Process will commence upon Land Use Element adoption.

10. Various Housing Measures

a. Background - The City will continue its existing and, where feasible, begin new Housing Element-listed programs, such as rent subsidy, code enforcement, rehabilitation, Neighborhood Preservation, deteriorating structure purchase, density bonus, granny flat/second unit, mixed use, and continued infill development acceptance, to maintain and improve the physical, aesthetic, economic, and social conditions of Covina's neighborhoods, to preserve and, where possible, expand the supply of lower and moderate income housing, and thus to sustain overall community stability and integrity as well.

b. Responsible City Department - Building and Safety Division, Planning Division, and Redevelopment Agency.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, Federal Community Development Block Grant (CDBG) monies, and code violator fines and tax liens.

d. Implementation Timeframe - Ongoing for some measures; other housing programs will commence upon adoption of the Land Use and Housing Elements.

11. Special Intensity Allowance

a. Background - In accordance with applicable intensity provisions established in the above Land Use Plan Chapter, the City will establish guidelines for permitting exceptions to the Medium and High Density and the Commercial and Industrial floor area ratio (FAR) limits as a means of creating flexibility in land use planning and decision-making activities. Specifically, pertaining to the Residential Medium and High Density categories, in a lower (or lower and moderate) income housing project that is deemed to strongly address Covina's housing situation and needs and best implement established General Plan goals, objectives, and policies, two dwelling units would be considered as one for density computation purposes. Regarding the Commercial and Industrial land use category floor area ratio maximums, which are 1.5 for General Commercial, 2.5 for Town Center Commercial, and 2.0 for Industrial, an FAR-exceeding project that affords the City with exceptionally high economic development, functional viability, architectural integrity, and/or image enhancement benefits and that, again, furthers overall Covina growth and revitalization goals and objectives shall be deemed acceptable. For exceptions in development intensity pertaining to both residential and nonresidential uses, applicable, implementing ordinances shall be prepared.

b. Responsible City Department - Planning Division.

c. Funding Source - City General Fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

12. Noise and Environmental Disturbances Ordinances

a. Background - The City will continue to reasonably enforce its Noise and Environmental Disturbances Ordinances and related provisions and policies as vehicles for ensuring land use compatibility, particularly between commercial or industrial and residential or other "sensitive" uses.

b. Responsible City Department - Building and Safety Division and Planning Division.

c. Funding Source - City General Fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

13. Regional Planning Mandate Accommodation

a. Background - The City will ensure that applicable portions of all Federal, State, regional, and County planning measures to reduce, control, and/or prevent traffic congestion, air pollution, household and business waste generation, storm water runoff, and other environmental problems are implemented and appropriately monitored to identify changing conditions. The air pollution and traffic congestion mitigation measures, which directly or indirectly affect land use, will essentially require the City to focus on economic development matters to, among other things, create as high a jobs-to-housing ratio as feasible (which reduces vehicle trips—refer to Section "J" of the Land Use Study for background information. See also Program "B-6" below.)

b. Responsible City Department - Planning Division and Environmental Services Department.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and various funds and grants pertaining to Environmental Services.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

14. Los Angeles County Hazardous Waste Management Plan Accommodation

a. Background - In response to a particular State law (AB 2948), which requires local governments to establish guidelines for handling industry-generated untreated hazardous wastes, the City will have to designate sites or zoning districts for the treatment of such wastes. In this process, to ensure that all future hazardous waste disposal will be accommodated in an environmentally safe, physically isolated, and affective manner, land use factors will have to be strongly considered.

b. Responsible City Department - Planning Division, Environmental Services Department, and/or possibly other departments/divisions.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, applicable grants, and any other sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

15. Covina Park Master Plan

a. Background - The City Parks and Recreation Department is finalizing a master plan for all City parks and recreational facilities, which will serve as a blueprint for park expansion and the improvement of existing open space resources. This document is in part based on the Land Use Plan and expands on park issues and needs discussed herein. The City will work to ensure overall consistency between these two proposals and assure that the Park Plan fulfills the intent of the Land Use Element goal and objectives.

b. Responsible City Department - Parks and Recreation Department and Planning Division.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and special park-related sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption and Park Master Plan adoption.

B. Procedural Matters

1. Zoning Ordinance Revision to Achieve General Plan Consistency

a. Background - As required by State planning law, the Zoning text and Map will be revised to conform to the new General Plan land use distribution, policy orientation, program framework, building intensity provisions and limits, and development standards to streamline and clarify key portions of the document and to incorporate applicable new State requirements, such as open space zoning. As part of the Zoning Ordinance/General Plan consistency activity, the City will appropriately handle existing and newly created major or "detrimental" nonconforming uses, such as old residential properties in commercial or industrial areas, considering land use compatibility, physical betterment, economic development, and related factors.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

2. Consistency Between General Plan and Other Plans/Documents

a. Background - City Departments and the Redevelopment Agency administer various plans and measures that directly or indirectly relate to land use. Where necessary, the Planning Division will ensure consistency between the revised Land Use Element and these other germane plans/documents, which include, but are not limited to, the Redevelopment Project Area Plans, Park Master Plan, the Subdivision Ordinance, and the Capital Improvement Program, to the greatest extent possible.

b. Responsible City Department - Planning Division and possibly other departments/divisions.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and any other potential sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

3. Site Plan Review Process

a. Background - This is the process by which private development and use applications and certain public proposals are reviewed and by which General Plan, Zoning Ordinance, and Design Guidelines provisions are administered. Site Plan Review also serves as a mechanism for determining General Plan/Zoning consistency, for ascertaining whether the PCD process (see Program "A-3") can be applied, for routing projects to other City departments/divisions for study and comment, and for addressing overall City service and infrastructure accommodation issues and related matters. When reviewing applications, the City may impose reasonable conditions to ensure conformance with respect to the General Plan, Zoning Ordinance, Design Guidelines, and other documents. This process shall continue.

b. Responsible City Department - Planning Division (primarily) and other City departments/divisions.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

4. Environmental Impact Review Process

a. Background - The California Environmental Quality Act (CEQA) requires examination of environmental and physical and certain social and economic impacts when reviewing generally major use or development applications, general plan amendments, zone changes, and/or related matters. The analysis occurs during the Site Plan Review process. For applicable projects, typical areas of concern pertain to site geology and grading, proximity to any active earthquake faults, potential erosion, storm water runoff and/or flooding, species degradation, vehicular traffic, noise, and/or land use compatibility. The City will continue to follow all applicable CEQA provisions at all levels in its planning activities.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

5. Code Enforcement

a. Background - In situations where Zoning-, Site Plan Review-, and/or Building and Safety-related Code requirements are not met, particularly when there is a major threat to public health, safety, and welfare, the City attempts to abate or at least mitigate the violation(s). When residential properties are involved, the City administers two particular Ordinances, Property Maintenance and Abatement of Real Property Nuisances. Code violations range from greatly unkempt property to structural inadequacy to illegal dwelling units, which, if left unchecked, in the aggregate, not only could jeopardize individual health and safety but could diminish overall community image, appearance, character, social stability, and economic vitality, all of which directly or indirectly relate to land use. Aside from abating nuisances, a key function of Code Enforcement is to educate the public on the general importance of maintaining their properties. To ensure that all land use and other General Plan goals, objectives, and policies are furthered, the City will continue with its existing, and, where possible, expand, Code Enforcement and related matters pertaining to both residential neighborhoods and commercial and/or industrial districts. Particular emphasis shall be placed on achieving a comprehensive, coordinated approach among various City departments/divisions and abating problems on a target area basis (Neighborhood Preservation Program). In general, Covina will attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.

b. Responsible City Department - Building and Safety Division, Planning Division, Special Programs Division, and any other applicable City departments/divisions.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, violator fines/tax liens, Federal Community Development Block Grant (CDBG) monies, and any other available sources.

d. Implementation Timeframe - Ongoing and, for program expansion, commencing upon Land Use Element adoption.

6. Infrastructure and Service Level Accommodation

a. Background - The City will monitor the impacts of all future development on City services and on the infrastructure and prepare appropriate responses in terms of general project conditions and the consideration of new funding mechanisms. The maintenance of the local infrastructure, including, but not limited to, the street and storm drain systems, and municipal services, is essential to realize Covina General Plan goals, objectives, and policies pertaining to preserving residential as well as commercial and industrial uses, supporting moderate growth, and encouraging revitalization. As stated in the policy section above, attention will be made to considering new funding mechanisms to deal with needed street repairs as well as potential park/open space development and expansion. Also, City public safety resources and public school facilities will have to be periodically analyzed as well to ensure their sufficiency.

b. Responsible City Department - Planning Division (possibly working with other departments/divisions).

c. Funding Source - City General Fund, Redevelopment Agency tax increment fund, and potentially other sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

7. Local Economy Accommodation

a. Background - The City will monitor the development and preservation of housing units and commercial and industrial properties from the standpoint of necessary economic development obligations, particularly in terms of an approach that retains and bolsters as high a jobs-to-housing ratio and as strong a sales tax generation amount as possible, that enhances Covina's image and appearance, and that maintains community businesses. In recognition of the high regard the City has for economic development matters, through working with the newly established Economic Development Committee, the City Chamber of Commerce, and/or other groups, the community will take reasonable, appropriate measures (like, as described in Program "C-11" below, attempting to remove constraints on development) to make the City more attractive to prospective and existing, potentially expanding businesses. Besides the obvious job creation and sales tax increase benefits that new and expanded businesses afford, as stated above, economic development also implements land use, beautification/revitalization, community image enhancement, and related General Plan goals, objectives, and policies.

b. Responsible City Department - Planning Division and Special Programs Division (possibly working with other departments/divisions).

c. Funding Source - General Fund, Redevelopment Agency Tax Increment Fund, and any other available sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

8. Monitoring of Metrolink Commuter Train Station Impacts

a. Background - The recently-opened Metrolink Commuter Train Station, located on the east side of Citrus Avenue, just north of the railroad tracks, will have land use, traffic, circulation, and other impacts that the City should monitor and, if appropriate, attempt to best exploit in relation to ongoing and potential downtown revitalization activities, such as, respectively, the storefront facade improvement program, various public and private improvements, and mixed use developments that reflect "urban village" or livable cities concepts. (Refer also to Program "A-9" above.)

b. Responsible City Department - Planning Division (possibly working with other departments/divisions).

c. Funding Source - City General Fund, Redevelopment Agency tax increment fund, and any other potential sources.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

9. Preservation of Special Residential Districts and/or Buildings

a. Background - The City will designate and attempt to preserve local residential and other areas and/or buildings that are deemed architecturally and/or historically significant.

b. Responsible City Department - Covina Valley Historical Society and Planning Division.

d. Funding Source - City general fund, Redevelopment Agency tax increment fund, and (pertaining to the Historical Society) volunteer assistance.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

10. Graffiti and Crime Abatement

a. Background - The City will continue to support and, if possible, through reasonable means, expand the voluntary graffiti abatement program, which, along with general Code Enforcement activities, will improve the vitality of Covina neighborhoods. Also, through the Code Enforcement-related Neighborhood Preservation Program, the City will continue to attempt to reduce the incidence of crime, which has been a major factor in structural and/or area deterioration.

b. Responsible City Department - Administration Department, Building and Safety Division, Planning Division, and City Gang and Graffiti Task Force.

c. Funding Source - Volunteer assistance, with funds received from donations and, if possible, fines and/or tax penalties imposed on owners of delinquent properties. Also, City general fund, Redevelopment Agency tax increment fund, and Federal Community Development Block Grant (CDBG) monies.

d. Implementation Timeframe - Ongoing and continuing after Land Use Element adoption.

11. Removal of Governmental Development Constraints

a. Background - The City will review all development Codes, notably Zoning, and modify those found to be unnecessary or burdensome in constructing or improving housing and in maintaining and attracting new businesses. In addition, the City will study its project and use application review processes and streamline any identified over-lengthy procedures to create a more efficient, reasonable, and "business friendly" atmosphere.

b. Responsible City Department - Building and Safety Division and Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

12. Monitoring For Any Changes in Land Use and Related Issues

a. Background - The City will monitor its identified land use and related issues from time to time to detect any changes warranting modification in the City's strategies, policies, or programs.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

13. Consideration of New Programs and Maintaining Information on Existing and Potential Funding Sources and Programs

a. Background - The City shall study and consider the feasibility of utilizing any other applicable, potentially viable programs and will compile and maintain updated information on existing and potential funding sources and land use programs.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

14. Annexations and Sphere of Influence Matters

a. Background - Working with willing property owners or developers in the unincorporated/Sphere of Influence area and with the County, the City will continue to process and, where appropriate, encourage annexation requests. Expanding the City limits will give Covina authority over more areas and therefore additional leverage for implementing the General Plan. However, the provision of services and infrastructure must also be considered. In addition, changes in the Covina Sphere of Influence itself should also be considered where the City has an interest in a particular location or area (such as the designated "Study Area" on the Land Use Map) and where City services and adequate infrastructure can be provided.

b. Responsible City Department - Administration Department and Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

15. Utilization of Development Agreements

a. Background - Whether handled by the City or the Redevelopment Agency, this approach could be utilized in the development of certain major projects, particularly those built in phases, to attain uses that would facilitate General Plan implementation. The basic development agreement, which is authorized by State law, enables a City to enter into a binding contract with a builder that, in addition to underlying proposal conditions, assures the City as to the type, character, amenities, public improvements, and "benefits" of the development, while guaranteeing the project sponsor that the necessary building permits will be issued regardless of changes in regulations. Other types of development agreements, such as Redevelopment Agency assistance to builders of needed lower income housing units or economically beneficial commercial uses, may be appropriate as well.

b. Responsible City Department - Administration Department, Planning Division, and/or Redevelopment Agency.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund; in some cases private (developer) funds may be used in creating an agreement or in another aspect of this process.

d. Implementation Timeframe - Ongoing and continuing upon Land Use Element adoption.

16. Utilization of Market Studies and Fiscal Impact Analyses

a. Background - If deemed necessary to determine project feasibility, economic costs and benefits to the City, and/or land use, circulation, community image, and/or other impacts, the City should require developers, project sponsors, or others to submit appropriate market studies and/or fiscal impact analyses. The findings of these reports would be considered in the City's project evaluation and decision-making processes. Thus, this type of information could also verify development consistency with the General Plan.

b. Responsible City Department - Administration Department, Planning Division, and/or Redevelopment Agency.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund; in many cases, however, private (developer) funds would be used in preparing a study/analysis or in another aspect of this process.

d. Implementation Timeframe - Ongoing and continuing upon Land Use Element adoption.

C. General Administration

1. Inter-governmental Coordination

a. Background - To most fairly and best deal with land use, traffic, and other issues at or near Covina's border areas, the City will continue routing various plans and documents to and reviewing development and public proposals from neighboring communities and Los Angeles County. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups, including, but not limited to, the State, school districts, and utility companies. In the case of reviewing, for example, an expanding school site, the City will strive to ensure, to the greatest extent possible, that the altered facility complies with all applicable Covina codes, standards, and policies. This inter-governmental activity will, among other things, acknowledge City concerns, desires, and/or intentions over particular developments and related actions in an atmosphere of respect and cooperation.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

2. Intra-governmental Coordination

a. Background - In carrying out its various land use-related and planning activities and programs/measures, where appropriate and feasible, such as in the Code Enforcement-related Neighborhood Preservation Program, the Planning Division will attempt to work with other City departments/divisions to best approach and handle various developments, proposals, issues, and problems. In light of changing Covina demographic, social, economic, and housing conditions as well as other trends, it is believed that this holistic orientation is essential and thus will best implement General Plan goals, objectives, and policies.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Ongoing.

3. Public Involvement

a. Background - In compliance with State planning law, the City will endeavor to promote the importance of the General Plan as well as implementing programs/measures, such as economic development and code enforcement matters, to the public, businesses, developers, Covina employees, and other interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at additional available opportunities through informational handouts, brochures, press releases, and any other mediums deemed appropriate. When General Plan updates are done, persons, groups, and organizations shall be notified through State-defined public hearings and, if appropriate, by way of other means. Frequent public education is an important ingredient in successful general plan implementation.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon adoption of last phase of the General Plan update.

4. General Plan Review and Revisions

a. Background - State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation, with an emphasis on Housing Element-defined needs accommodation. The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives, policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. An example of this situation will occur in 1996, when the Housing Element will have to be revised to incorporate new regional "housing needs" figures. Moreover, appropriate, occasional monitoring of the General Plan components shall occur. Lastly, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon adoption of the last phase of the General Plan update.

5. Land Use Element Implementation

a. Background - In accordance with the State planning law/Government Code criteria, the City will implement the Covina Land Use Element in a manner compatible to the desired implementation/administration of all other General Plan Elements, as presented in those chapters, City and Redevelopment Agency plans, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

b. Responsible City Department - Planning Division.

c. Funding Source - City general fund and Redevelopment Agency tax increment fund.

d. Implementation Timeframe - Commencing upon Land Use Element adoption.

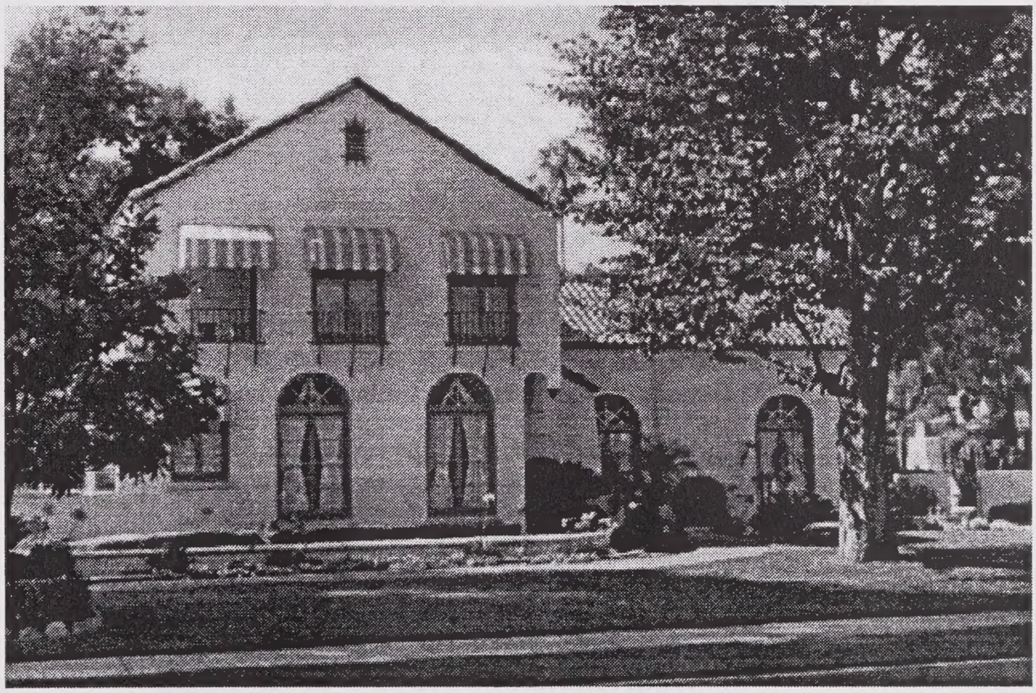
6. Maintenance of City Departments/Divisions Responsible for Land Use Matters

a. Background - In order to carry out its various land use and related responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer and monitor the General Plan, Zoning Ordinance, Design Guidelines, and various non-Planning Codes as well as to control and monitor various accompanying processes, such as Site Plan Review and Environmental Impact Review. In addition, Covina will maintain resources to administer and monitor City land use programs, to preserve and improve the community's housing stock, to maintain and expand the economic base, and to disseminate applicable information and provide assistance to the public.

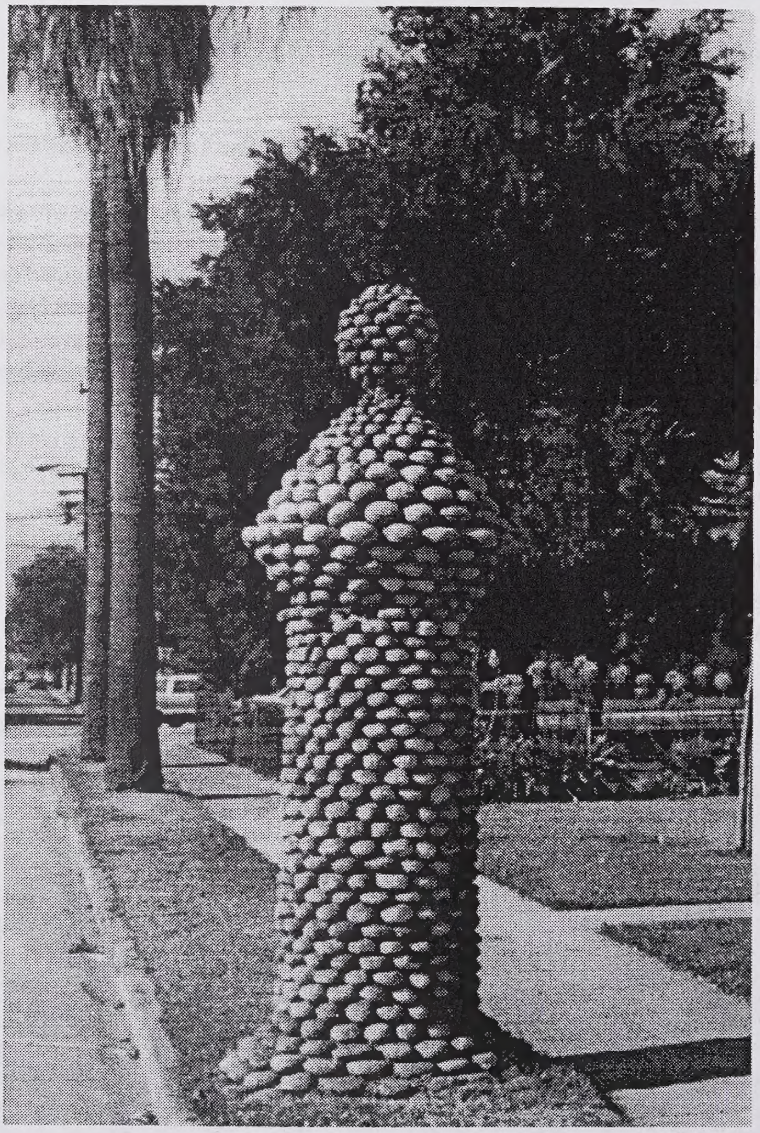
b. Responsible City Department - Building and Safety Division, Planning Division, Redevelopment Agency, and Special Programs Division.

c. Funding Source - City general fund, Redevelopment Agency tax increment fund, fines and/or tax liens from Code Enforcement activities, Federal Community Development Block Grant (CDBG) funding, and any other available local, State, and/or Federal monies.

d. Implementation Timeframe - Ongoing and continuing after Land Use Element adoption.



PICTURE 20. SINGLE-FAMILY RESIDENCE IN ADAMS PARK NEIGHBORHOOD, WESTERN PORTION OF DOWNTOWN. ADAMS PARK CONTAINS MANY ARCHITECTURALLY AND/OR HISTORICALLY SIGNIFICANT HOMES WORTHY OF PRESERVATION, AS DEEMED DESIRABLE UNDER THE GENERAL PLAN.



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VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

As stated in the above Background section, Land Use is the central General Plan Element, the one that correlates land use and related issues among all chapters. However, the Land Use Element is most closely tied to the Circulation, Housing, and Safety chapters. There is a close relationship to the Circulation Element, which establishes circulation and transportation systems and facilities, because, under law, the Land Use Plan must be consistent with and bolstered by circulation and transportation components. Conversely, the Circulation Element's provisions reflect the goal, objectives, policies, and Land Use Plan of the Land Use Element. Any changes in either Element therefore will have a resultant impact upon the other. This inextricable connection between the two chapters is best illustrated by the fact that the Circulation Plan is superimposed upon the Land Use Map. In relation to the Housing Element, which aims to identify and meet housing needs and problems, the Housing component utilizes the same land use and building density frameworks and population and dwelling unit projections put forth in the Land Use Element/Map in accommodating growth, addressing housing-related challenges, and administering its State-required, ambitious housing program/implementation measures (relating to preservation, improvement, and similar issues). Moreover, the Land Use chapter is closely associated with the Safety Element, the General Plan component that serves to protect the community from any unreasonable risks associated with the effects of various potential disasters. In the Safety chapter, areas prone to flooding or other major hazards are identified from and handled in a manner conforming to that of the Land Use Element. The Land Use chapter similarly establishes a foundation for the Natural Resources and Open Space Element, which strives to protect local natural resources and open space areas, and the Noise chapter, a component that addresses excessive noise exposure. Although the strength of the relationship of the above Elements to the central Land Use chapter varies, all six mandatory General Plan Elements are important in that they address specific areas and needs pertaining to a community's physical development, appearance, character, and quality of life and, therefore, as documented under State law and mentioned below, the six chapters carry equal legal status.

Thus, it is important for the Land Use Element to be consistent with all chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is, again, underscored by State law as well. Section 65300.5 of the California Government Code states that ". . . the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives, and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or land use, circulation/infrastructure, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives, and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Land Use Element preparation, topical goals, objectives, policies, and programs/implementation measures have been cross-checked with those in other Elements, particularly Circulation, Housing, and Safety, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Land Use and each and every Element will realize the same results. Furthermore, if the Land Use Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program "C4," the City will monitor all major aspects of Land Use Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Land Use chapter implementation, particularly with respect to inter-Element unity and coherence.

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VII. CITIZEN PARTICIPATION IN LAND USE ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for Land Use as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.
2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.
3. Conducted "town hall meetings" and public forums.
4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.
5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
6. Received numerous comments from the public (in this case regarding land use) on the phone, at the counter, and in the course of site-specific project reviews.
7. Met with and elicited the views of Covina's Housing Advisory Committee.
8. Organized, met with, and elicited the views of a land use subcommittee of Covina's General Plan Update Committee that addressed land use and related issues.
9. Met with and elicited the views of City of Covina employees who deal with land use and development matters.
10. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, utility companies, regional agencies, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of land use issues and, therefore, in developing the applicable goal, objectives, policies, Land Use Plan, and programs/implementation measures as well. Refer to the Land Use and Housing Studies for clarification on the above activities and on the input received from the respective measures. Also, related material and information pertaining to these items are on file in the City Planning Division. Thus, the City of Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Land Use Element.

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VIII. MONITORING LAND USE ELEMENT IMPLEMENTATION

In order for the General Plan Land Use Element's goal and the objectives, policies, and Land Use Plan to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina physically, economically, socially, and aesthetically, the Element must be implemented as proposed though effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Land Use Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a City shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation, including the progress in meeting its share of (housing element-related) regional housing needs. . ." Because Land Use is the most important chapter, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Land Use Element implementation framework as Program "C4," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Land Use Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established land use goal and objectives, this approach will facilitate preparing General Plan amendments.

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COVINA
GENERAL PLAN
CIRCULATION
ELEMENT

INC 1901

COVINA
GENERAL PLAN
CIRCULATION
ELEMENT

INC. 1901

PREPARED BY
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF

APPROVED BY PLANNING COMMISSION - March 14, 2000
APPROVED BY CITY COUNCIL - April 18, 2000

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EXECUTIVE SUMMARY

The Circulation Element is a plan concerning primarily the movement of people and goods. A city's circulation and transportation systems, which include all modes of travel, determine how and to what degree a city can be accessed, navigated, and departed. These systems therefore play an important role in shaping the community's overall structure and form and are critical to the functioning of the local entity as well as surrounding region. Considering that Covina is a small, Los Angeles-area (23 miles east of downtown Los Angeles) suburban municipality, automobiles, buses, and trucks are and will continue to be the most important components of the existing circulation system, though a recently started-up regional-oriented commuter rail line that traverses and stops in the community diversifies the City's viable transportation options.

The entire contents of this Circulation Element are based on requirements of Section 65302(b) of the California Government Code and on provisions of the State Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their circulation and transportation issues in a manner tailored to local conditions and circumstances. State planning law also calls for this Element to address the circulation of sewage, storm drainage, water, energy, and communications. And it is noted that the Circulation Element of the General Plan is closely associated to the chapter on Land Use, which focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a strong tie to the Land Use Element because, again under law, the provisions of this Circulation chapter must be consistent with and support the underlying land use development scenario. The Circulation Element has been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified, economic base. Although the community is almost entirely built-out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat and organized upon a typical network of intersecting and intercepting straight streets, though has a hilly enclave in the southeastern area (Covina Hills) with many curvilinear roads. In addition, the City contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

The Covina Circulation Element is divided into eight chapters. The first chapter introduces and presents general information on the Circulation Element process, as mentioned above, as well as on below-described Element contents.

In section number two, the key existing circulation/transportation issues that have been ascertained by the City are listed. Issues are important because they clarify matters warranting attention and help shape the subsequent goal and policies and the Circulation/Infrastructure Plan. Some of the salient issues include: 1) maintaining the community's aging infrastructure, particularly deteriorating streets, and conducting necessary improvements to accommodate future growth; 2) conducting needed traffic circulation improvements and congestion mitigation measures, such as traffic signal synchronization, also to accommodate future growth; and 3) maintaining local transportation programs and ensuring that regional-oriented bus and commuter train networks best serve Covina.

The third chapter discusses and analyzes Covina's infrastructure and transportation systems, which, as required under law, cover a wide range of areas, including: 1) major thoroughfares and transportation routes; 2) transportation terminals; 3) city transportation programs; 4) parking facilities; 5) transportation demand management; 6) transportation system management; 7) sewer and storm drainage systems; 8) local public utilities and facilities; and 9) improvement and enhancement funding. Streets and highways, which come under the first area (Major Thoroughfares and Transportation Routes), constitute the focus of this chapter. It is stated that the City of Covina is supported by a network of streets that is substantially developed and that vary in size, traffic volume, and function. Some of the larger streets have sections or stretches that have not been widened or improved to full width and/or specifications. This area of discussion analyzes streets in terms of traffic volume and traffic flow quality (or "level of service"), two common street utilization descriptors, for both present and future (i.e., General Plan build-out or 2010) periods. Level of service varies from category "A" (the best traffic conditions) to "F" (the worst traffic conditions—characterized by excessive congestion). Because of the long-term nature of the General Plan implementation process, the "future" scenario, which is based on Land Use Element-described estimated growth, is the crux of the issue. Projected development and redevelopment activities are also summarized in the accompanying, below-mentioned Circulation Element Technical Appendix and discussed from a traffic-impact standpoint through the application of generally accepted "trip generation" standards and methodology. The major roads that are expected to have the highest traffic volumes and worst congestion or levels of service (i.e., "E" or "F") are presented by general street direction (i.e., north-to-south and east-to-west). Applicable north-south oriented streets include Lark Ellen, Azusa, Citrus, Barranca, and Grand Avenues; the appurtenant east-west running roads are Arrow Highway, San Bernardino Road, and Badillo Street. These significant though deficient streets are actually analyzed by particular roadway segment. The traffic-increasing impacts of growth and intensification in as well as around Covina (which the Element process also considers) will be dispersed in various areas of the City. Because of their direct linkages to the northerly Foothill Freeway and southerly San Bernardino Freeway (a small portion of which passes through Covina), the north-south directed thoroughfares tend to and will continue to have greater traffic levels than the east-west running streets. To address what would be the most impacted major streets and to best handle the increasing traffic in the City, the Element lists possible mitigation measures. The four primary suggested actions call for: 1) analyzing at peak hours specific intersections along the problematic streets, 2) adding a third through lane in each direction on certain (previously-designated) primary arterials, 3) adding a raised median to particular four-lane (previously-designated) secondary arterials, and 4) completing various portions of certain major roads currently deficient in design, particularly width.

Other key topics that fall under the third chapter include truck routes, of which many major streets are so designated and are intended to serve businesses and to protect residential areas, and bus routes, which constitute the primary paths of public transportation in the area and are located throughout the community. There is a regional-oriented transit hub or major bus station at the Eastland Mall in West Covina, and a portion of the facility, on the northern side of Workman Avenue, lies within Covina. Also discussed here are bicycle and pedestrian routes and the Metrolink Commuter Rail Line. The east-west running Metrolink Rail Line is part of metropolitan Los Angeles's new, expanding commuter rail network, which, since its opening in 1992, has been playing an increasing role in serving the transportation needs of Covina and surrounding communities. And the City is fortunate to have a Metrolink Station within its limits (just east of Citrus Avenue). In addition, freight trains utilize the tracks during the late evening and early morning hours to serve industrial users. Chapter three concludes with sections on City transportation programs, parking facilities, particularly with respect to the unique downtown, Transportation Demand Management (TDM) and Transportation System Management (TSM) measures, sewer and storm drainage systems, local public utilities and facilities, and funding various needed or desirable improvements and enhancements. It is noted that the facts and information presented in this third chapter of the Circulation Element have been combined with the previous section, Overview of Key Existing Issues, to form the following or fourth chapter on the Element's goal and policies.

The goal and policies are important in the circulation/transportation planning process because they supplement and serve as the primary basis for the Element's key Circulation/Infrastructure Plan, presented in the subsequent chapter, and therefore function in a direction-setting capacity and as a foundation for evaluating and making decisions and conducting actions on private developments and public projects. A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In applying the two terms to Covina in the fourth section, one goal and several policies are utilized. The Circulation Element goal is:

> A well-balanced infrastructure system and related circulation network that provide functional, viable, safe, efficient, economical, and attractive transportation, movement, and transmission and applicable services for current and future Covina residents, employers, workers, business patrons and service recipients, visitors, and passers-by.

The policies are listed within a framework relative to the following six topical areas:

1. Maintenance and improvement of public rights-of-way and related infrastructure to accommodate future growth.
2. Public transit and transportation programs.
3. Downtown Covina.
4. Sewer, storm drainage, and public utilities and related systems.
5. General circulation and infrastructure matters.
6. Funding.

Key policies call for the City to sustain a network of public streets, under an appropriate classification system, that enables the City to accommodate future moderate growth and revitalization and that will preserve the community's low-rise character; to maintain and, where possible, enhance streets that are aging and/or deficient in design; to perform various traffic circulation improvements and congestion mitigation measures, such as focused roadway segment and intersection analyses, lane additions via street restriping and/or widening, median installation, and traffic signal synchronization; and, where necessary and feasible, to more thoroughly study and consider enhancements to downtown circulation and parking that respect the unique character of the district and consider mixed use developments therein via "urban village" or livable cities concepts that reduce vehicular trips. In addition, the City would maintain local transportation programs and activities; ensure that regional-oriented bus and commuter train networks best serve and most reasonably operate in Covina; and best link the Metrolink Commuter Train Station to other local-serving transportation networks as well as to ongoing downtown Covina revitalization and economic development activities. Furthermore, Circulation Element policies state that the City will ensure that adequate access, circulation, maneuverability, and parking standards are utilized to facilitate safety and functionality with respect to both public and private developments and areas; ensure the continued maintenance and adequacy of and, where necessary, improvements to Covina's storm drainage, water supply, and sewage disposal systems to accommodate future growth and redevelopment; and handle the needed street and related infrastructure and circulation improvements with appropriate funding and on a viable, prioritized, and cost-effective basis.

Section number five discusses the Circulation/Infrastructure Plan, which, along with the goal and policies, serves as the backbone of the Circulation Element. This Plan indicates the location and functional classification and accompanying standards of the various roadways that transport primarily cars, buses, and trucks through and within Covina. The Metrolink Commuter Railroad Line and various flood-control channels have also been included in the Plan's seven-category hierarchy, which is as follows:

1. Freeway
2. Primary Arterial Street

3. Secondary Arterial Street
4. Collector Street*
5. Local Street
6. Railroad Line
7. Flood Control Channel

*Note: this category includes Citrus Avenue in the downtown. Circulation Element policy calls for further analysis of the unique characteristics of the street within a framework that balances traffic/circulation matters and business/economic development needs.

Chapter V concludes with tables that illustrate the specific design standards for the public streets. The Circulation/ Infrastructure Plan is illustrated on the Land Use Map of the Land Use Element, which has been done in accordance with State general plan preparation guidelines and underscores the inextricable relationship between circulation and land use. Generally, future travel demands are directly related to future land uses. When changes are made in the type and/or density of land use, travel demand changes accordingly. Conversely, any modification to the circulation system impacts some aspect of land use.

Section number VI discusses the Circulation Element's relation to and consistency with other General Plan chapters. The Circulation Element is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is, as previously stated, a close tie to the Land Use Element because, under law, the circulation and transportation networks and facilities of this Circulation chapter must be consistent with and support the underlying land use development scenario or Land Use Plan. In addition, California planning law specifies that the Circulation Element must be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. The City of Covina has met this consistency requirement by updating all General Plan Elements simultaneously, including utilizing one common data and information base and cross-checking all goals, policies, and plans/implementation measures among the various Elements. This inter-Element consistency will also ensure that implementation of the Circulation and all other Elements will realize the same results. In addition, if the Circulation Element is amended in the future, the City will verify that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity.

The seventh chapter lists the various measures that the City has undertaken to guide citizen participation in the General Plan update process. These items include questionnaires; public forums; cable television segments; and flyers, press releases, and articles. In addition, City staff received numerous citizen and business comments on the phone, at the public counter, and in the course of site-specific project reviews and met with and elicited the views of various City advisory bodies involved with circulation/infrastructure and transportation issues. Public comments elicited from the measures were carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the circulation/transportation issues and, therefore, in developing the applicable goal, policies, and Circulation/Infrastructure Plan. State planning law places a strong emphasis on citizen participation in the General Plan preparation as well as implementation and amendment processes.

The eighth and final chapter discusses monitoring Circulation Element implementation, which is also a State requirement and is important to ensure that the Element fulfills its primary purpose of maintaining and, where necessary, improving Covina's circulation/infrastructure network and facilities. The City will fulfill its obligation to monitor implementation by preparing a State-required annual report on this matter to the Planning Commission and City Council. Any identified underutilized policies or provisions will be adequately handled and problems or deficiencies will be carefully studied and appropriately managed to ensure that the desired Circulation Element goal is met. Because the Circulation Element is, as previously stated, a prominent chapter and closely tied to the central Land Use Element, monitoring is particularly relevant here.

Much of the background information and facts and analysis of data for this Element appear in the accompanying Covina Traffic and Circulation Report, a compilation of the City's existing street conditions, traffic volumes, and public transportation resources, projected traffic increases, and recommended, traffic-accommodating roadway improvements. Though separate the Traffic and Circulation Report or Technical Appendix is legally part of the Circulation Element process. It is believed that this two-document organization best addresses applicable planning statutes and policies as well as local conditions and needs.

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I. INTRODUCTION/BACKGROUND

The Circulation Element is a plan concerning primarily the movement of people and goods. A city's circulation and transportation systems play an important role in shaping the community's overall structure and form and are critical to the functioning of the local entity as well as surrounding region. Circulation and transportation systems, which include all modes of travel, determine how and to what degree a city can be accessed, navigated, and departed and how efficiently goods and services can be moved throughout the community. In other words, quality of life and economic activity are substantially degraded by inadequate circulation and excessive congestion. But on the other hand, development of too extensive a circulation/transportation system places a substantial economic and social burden on a locality. Therefore, it is appropriate for a circulation element to provide for adequate, safe circulation and transportation networks and facilities that meet present and future growth-generated needs at an affordable economic and social cost. These networks/facilities include freeways and surface streets for automobiles, trucks, buses, and bicycles, rail lines, and pedestrian routes. Because Covina is a small, Los Angeles-area suburban municipality, automobiles, buses, and trucks are and will continue to be the most important components of the existing circulation system, though a regional-serving commuter rail line traversing the community recently opened and will likely increase in ridership in the years ahead. This Element also addresses the circulation of sewage, storm drainage, water, energy, and communications.

The Circulation Element of the General Plan is most closely associated to the chapter on Land Use, which focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a strong tie to the Land Use Element because, under State law, the provisions of this Circulation chapter must be consistent with and support the underlying land use development scenario. Conversely, the Land Use Element must reflect and conform to the Circulation chapter's goal, policies, and Circulation/Infrastructure Plan.

Much of the circulation- and transportation-related background information and facts and analysis of data for this Element appear in the accompanying Covina Traffic and Circulation Report, a compilation of the City's existing street conditions, traffic volumes, and public transportation resources, projected traffic increases, and recommended, traffic-accommodating roadway improvements. Though separate, the Traffic and Circulation Report or Technical Appendix is legally part of the Circulation Element process. Many topics in the Element are referenced and detailed in the Appendix, a format that minimizes redundancies and facilitates Circulation Element implementation by emphasizing and clarifying the goal, policies, and Circulation Plan, the most important components. It is believed that this two-document organization best addresses applicable State and regional circulation and transportation statutes, goals, and policies as well as local conditions and needs.

The Covina Circulation Element is divided into eight chapters. Following this Background chapter, the second section presents an overview of Covina's key existing circulation/transportation issues, as ascertained by the City based on particular trends and characteristics as well as citizen input. The third area describes the infrastructure and transportation systems, with a great deal of reference made to the accompanying Technical Appendix. Section number four presents the goal and policies, an important component that bridges the gap between where the City is and what type of community it wishes to become. The fifth chapter describes the Circulation/Infrastructure Plan, a key area that supplements and ensures fruition of the goal and policies. Sections six, seven, and eight conclude the Circulation Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Circulation Element implementation.

The entire contents of the Circulation Element are based on State planning law requirements (Section 65302(b) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their circulation and transportation issues in a manner tailored to local conditions and circumstances. The Covina Circulation Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most complete and logical as well as best suited for carrying out planning activities and accommodating future growth and revitalization.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified, economic base. Although the community is almost entirely built-out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat and organized upon a typical network of intersecting and intercepting straight streets, though has a hilly enclave in the southeastern area (Covina Hills) with many curvilinear roads. In addition, the City contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

II. OVERVIEW OF KEY EXISTING CIRCULATION/TRANSPORTATION ISSUES

A. General

This chapter lists the key existing Covina circulation/transportation issues, which have been ascertained by the City, based on Covina's overall circulation- and transportation-related facts, trends, characteristics, and citizen input (see Chapter VII for clarification). Issues are important because they clarify key circulation/transportation matters warranting attention and because, along with a detailed description and assessment of infrastructure and transportation systems (the following chapter), issues form the basis for the below-described goal and policies and the Circulation/Infrastructure Plan. Refer to the accompanying Technical Appendix and to Chapter III for clarification on these issues and needs and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

B. Key Existing Circulation/Transportation Issues

The circulation and transportation issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Maintaining the community's aging infrastructure, particularly deteriorating streets.

2. Conducting necessary improvements, such as concerning roads deficient in width, to accommodate future growth.

3. Conducting needed traffic circulation improvements and congestion mitigation measures, such as traffic signal synchronization, also to accommodate future growth.

4. Handling needed street and related infrastructure and circulation improvements on a viable, prioritized, and cost effective basis.

5. Considering making certain major streets six lanes to ease increasing traffic congestion and, if undertaken, deciding the most practical approach to convert the roads.

6. Considering adding raised medians to particular submajor streets to ease increasing traffic congestion, and, if undertaken, deciding the most practical approach to add the medians.

7. Directing through traffic and heavy truck traffic away from local, residential-oriented streets.

8. Conducting in the future focused traffic and circulation studies for special areas and situations, such as Citrus Avenue, San Bernardino Road, and Badillo Street in the downtown.

9. Ensuring that streets and infrastructure continue to accommodate public transportation routes and stops.

10. Maintaining and improving local transportation programs.

11. Through liaison efforts, ensuring that regional-oriented buses and the Metrolink Commuter Rail Station adequately serve Covina.

12. Maintaining the Metrolink Commuter Rail Station, recognizing all its existing and potential positive impacts, best linking the station to ongoing downtown revitalization efforts, and considering whether to improve and/or expand the facility.

13. Ensuring that noises, vibrations, and other environmental disturbances resulting from the Metrolink system and other public transportation networks are minimized through appropriate, viable operational procedures and/or mitigation measures.

14. Maintaining and considering enhancements to downtown traffic, circulation, parking, and pedestrian movement and safety.

15. Maintaining and continuing to accommodate vibrant and quality retail activities and mixed uses in the downtown to reduce vehicle trips, to facilitate pedestrian movement, and to bolster overall district vitality but without overburdening parking, traffic, and circulation.

16. Ensuring, through direct or liaison efforts, the continued maintenance and adequacy of Covina sewage disposal and storm drainage systems.

17. Ensuring, through direct or liaison efforts, the continued adequacy of Covina's public utility and communication services.

18. Continuing to reasonably follow applicable portions of Federal, State, regional, and County transportation plans promoting traffic congestion mitigation and air pollution reduction.

19. Reconciling Covina's circulation and transportation needs with those of the overall region.

20. Ensuring that the community's street network, circulation systems, and overall infrastructure will preserve Covina's low-rise character, protect residential neighborhoods, bolster citywide economic development and beautification, best facilitate movement of goods and materials, and enhance the City's image, character, and quality of life.

21. Ensuring that existing and future street and overall infrastructure maintenance and improvement funding sources are viable, recurring, and stable and that existing appropriate mechanisms, entities, and inter-jurisdictional agreements are retained.

22. Accommodating safe pedestrian circulation in both public and private areas, particularly with respect to the disabled.

23. Committing to follow various General Plan/Circulation Element implementation tools, including the Zoning Ordinance and Design Guidelines, Subdivision Ordinance, and Capital Improvement Program.

III. INFRASTRUCTURE AND TRANSPORTATION SYSTEMS

A. Major Thoroughfares and Transportation Routes

1. Streets and Highways

a. General information, street types, and street characteristics and amenities

The City of Covina and accompanying County islands are supported by a network of predominately linear streets that vary in size, traffic volume, and function. The street system was established when the community was originally founded in the late 1800s and improved and expanded over the years to accommodate more and more growth, particularly during the post-World War II building boom period (late 1940s through '60s). Today, the street system, like the remainder of Covina, is substantially developed—or the locations of streets are generally fixed.

Figure 2 of the accompanying Technical Appendix shows Covina's larger or arterial public streets. Presently, all public roads (i.e., these streets and the small, local roads, which are not illustrated) total 109 linear miles. Many of the larger, more heavily traveled streets were originally developed at less-than-full width and were widened incrementally as properties developed, redeveloped, or intensified and/or as public funding was made available. As a result, many streets today have sections or stretches that are deficient in width and/or improvement. In other words, one or more traffic lanes and sidewalks and/or curbs and gutters may be missing. The best examples of this situation would be San Bernardino Road and Badillo Street in the downtown and Puente and Workman Streets in the southern portion of the community.

The previous Circulation Element and related documents classified the streets of Covina according to four types: 1) freeways, 2) primary arterial streets, 3) secondary arterial streets, and 4) collector and local streets. (THIS IS NOT THE STREET HIERARCHY FOR THE REVISED ELEMENT. SEE CHAPTER V BELOW FOR CLARIFICATION). Freeways, being designed to serve regional and national transportation needs, typically have four or more lanes in each direction with limited access at one-mile or greater intervals and carry high volumes of traffic. A portion of the San Bernardino Freeway (Interstate 10) lies in the southeastern portion of the community. Other nearby Freeways that indirectly serve Covina are the Foothill Freeway (Interstate 210, which is 2 1/2 miles to the north), the San Gabriel River Freeway (Interstate 605, about 4 miles to the west), and the Orange Freeway (both Interstate 210 and State Highway 57, which is slightly over 1 mile to the east).

Primary arterial streets, moreover, are designed to serve as the principal streets traversing the community. They serve both local and regional transportation needs and must be designed to safely carry high volumes of traffic while providing access to adjacent properties. The current City standard for primary arterial streets calls for a 100-foot wide right-of-way with two lanes in each direction separated by a median island.

In addition, the secondary arterial streets, which carry moderate to high volumes of traffic within the community, collect traffic and carry it to primary arterials and freeways, provide access to adjacent properties, and, to a lesser extent, carry regional traffic passing through Covina. The City standard for secondary arterial streets is an 80-foot wide right-of-way with two lanes in each direction and with no median separation.

Lastly, the collector and local streets are designed to provide access to abutting, typically residential properties. Local streets have 2 lanes and are generally between 50 feet and 60 feet in width. They are intended to minimize traffic, to efficiently carry people to primary and secondary arterial streets, and to discourage long distance, regional traffic. Figure 1 of the Technical Appendix illustrates Covina's above-noted primary arterial and secondary arterial streets in cross-sectional detail, while Appendix Section 11-B as well as applicable material on file in the Covina Planning Division specify street characteristics, including through travel lanes and any deficiencies plus the locations of traffic signals.

b. Existing traffic volumes and traffic flow quality or level of service (LOS)

In order to fulfill their roles, arterial streets must adequately meet the traffic demands placed upon them. And traffic demands typically are addressed in terms of commonly used street descriptors. Two important street utilization descriptors, as defined and discussed in depth in Section 11-B of the Technical Appendix and in material on file with the City, are traffic volume and traffic flow quality. Traffic volume is the number of vehicles passing a given point in both directions in a typical 24-hour period. For this Circulation Element, traffic volumes for various segments of all currently-designated primary and secondary arterial streets were measured. Volumes or counts were taken midweek and during normal conditions to measure typical workday traffic. (Counts were not taken on holidays or during periods of unusual construction or traffic disruption.) Also, as indicated above, on most streets, counts were identified for multiple street segments to note intra-road traffic variations. For the San Bernardino Freeway and its ranges, traffic counts were taken from California Department of Transportation publications. The current daily aggregate, section-by-section counts for the major or previously-designated primary and secondary arterial streets are described in Section 11-B (along with general street characteristics) and illustrated in Figure 3 and on Table 1. The most heavily traveled east-west roads are generally Arrow Highway, Cypress Street, San Bernardino Road, and Badillo Street, while Azusa, Citrus, Barranca, and Grand Avenues tend to have the highest traffic volumes for the north-south running streets. Because of their direct linkages to both northerly (Foothill) and southerly (San Bernardino) freeways and land uses, Covina's north-south running arterials tend to have greater traffic levels than the east-west directed thoroughfares. All of the above and other major roadways have generally slightly varying counts for their respective different segments, however. Traffic volumes are also broken down by direction of travel in the filed material.

Traffic flow quality, the second street utilization descriptor, is referred to as "level of service" or simply LOS. Level of service is determined based on the relationship between traffic volume and the vehicular capacity of a street, which is a function of various factors, such as the number and width of lanes, the mix of vehicles and speed traveled, traffic control devices, intersections, the extent of side accesses, and alignments and grades. Level of service ranges from category "A" to classification "F." LOS A (the best), which is calculated as occurring when the traffic volume is less than 50% of the capacity of a street, is characterized by a free flow of traffic. LOS F (the worst) occurs when the volume of traffic exceeds the capacity of a road and is typified by gridlock and excessive delays at intersections.

Level of service varies during the day with peaks in the morning and evening rush hours as people commute to and from work. In urban areas of southern California, level of service D is typically viewed as the maximum acceptable standard. (However, under the below-discussed, regional-oriented Congestion Management Program (CMP), which aims to relieve traffic congestion and which encompasses freeways and major roads, including Azusa Avenue, a maximum LOS E is considered appropriate, if the condition previously existed.) Cities and government agencies that must maintain streets generally have limited funds and cannot afford to construct unnecessary roads. Higher volumes of traffic result in lower capital and maintenance costs for each vehicle trip. This lowers the societal expenditures for roadways. However, if traffic volumes become too high, then congestion, excessive delay, increased fuel consumption, and greater air pollution occur. At LOS E and below, in general, the applicable costs of congestion exceed the benefits associated with a lower unit value of each vehicle trip.

Existing LOS designations for Covina's major or previously-designated primary and secondary arterial streets are, again, listed in Table 1 of the accompanying Appendix. Most streets fall within or above LOS D, though portions of three north-south and one east-west running thoroughfares fall below this standard because of high traffic volume, inadequate right-of-way, insufficient traffic signals, and/or a lack of full improvements. These streets are:

TABLE A. EXISTING COVINA STREETS THAT FALL BELOW LOS D*

	STREET		SECTION	LOS
A.	North-South Oriented			
1.	Azusa Avenue	a.	Badillo Street to San Bernardino Road	F
		b.	San Bernardino Road to Cypress Street	F
		c.	Cypress Street to Arrow Highway	E
2.	Citrus Avenue	a.	Badillo Street to San Bernardino Road (Downtown)	E
3.	Grand Avenue	a.	Rowland Street to Puente Street	F
		b.	San Bernardino Road to Cypress Street	F
B.	East-West Oriented			
1.	Badillo Street	a.	Third Avenue to Citrus Avenue	E

*It is noted that these designations constitute general indicators of existing traffic conditions only, as determined by standard reference material. In some cases, actual roadway operations may function better than the corresponding classifications would signify.

The above streets constitute key areas warranting attention in the Covina General Plan update process. Potential mitigation or traffic improvement measures are discussed below following the proceeding section on the traffic impacts of future growth. The reason for this organization is that the traffic mitigation strategy of a general plan update program should be presented within the context of long-term or plan horizon year build-out conditions (i.e., which would be inclusive of both streets identified in Table A above as well as roads that may now be at or above LOS D but could later fall below the threshold as a result of infill growth and/or land use intensification).

c. **Future traffic volumes and traffic flow quality or level of service (LOS)**

Because streets must meet existing as well as future traffic demands placed upon them, it is essential for a circulation element to consider long-term traffic conditions generated from development and changes (over the period leading to the horizon year of the general plan, which for Covina is 2010). In Covina over the next several years, traffic volumes are expected to increase because of 1) infill development on the few, remaining vacant Covina sites, 2) redevelopment of currently underutilized Covina properties with more intense uses, 3) continuing regionwide development and redevelopment activities (i.e., occurring outside the boundaries of the community), and 4) general increasing mobility among the population. These factors underscore the inextricable, previously mentioned relationship between traffic/transportation and land use. When changes in the type and/or intensity of land use take place, travel demand varies as well. Conversely, any modification to the circulation system would also impact land use.

In Chapter III of the accompanying Technical Appendix, future or 2010 primary and secondary street daily traffic volumes, the first of the two employed street utilization descriptors, have been computed (see Figure 7). The future traffic volumes are based on the sum of existing traffic levels and, first, counts extrapolated from estimated future Covina residential, commercial, and industrial expansion, as allowed under the Land Use Element (see Figure 5 and Table 4) plus, second, a 1% factor of annual ambient/regional growth that would account for both unforeseen growth within the City of Covina and that would occur regardless of City General Plan actions. Technically, the latter 1% ambient/regional growth factor is actually applied to the existing daily traffic volumes to project baseline conditions for 2010. It should be noted that in estimating and allocating to different streets the additional, future-oriented traffic volumes, generally accepted "trip generation" standards and methodology were employed (refer to Table 3), and the 1% annual growth rate is consistent with below-described Los Angeles County Congestion Management Program (CMP) guidelines.

As was done with the current traffic volumes above, the extent of future/2010 traffic is documented for the City's primary and secondary arterials on a section-by-section basis in terms of level of service (LOS). For clarification on LOS, which is the second street utilization descriptor employed in this Element, and related material, refer to the Technical Appendix or the previous section. In general, LOS ranges from "A" to "F." LOS "A" is characterized by a free flow of traffic; LOS F is typified by gridlock and excessive delays at intersections. In urban areas of southern California, level of service D is typically viewed as the optimal standard. However, roads like Azusa Avenue that fall under the countywide Congestion Management Program (CMP) may reflect a LOS of E. The traffic projected for 2010 is largely based on estimated growth throughout Covina that would occur in accordance with General Plan policies and standards of the Land Use Element. In general, this central chapter of the Plan calls for maintaining the community's existing land use pattern and low-rise character, though accommodating moderate overall residential and, in particular, commercial and industrial development and redevelopment in appropriate areas. Refer to Land Use Element for clarification. In Table 4 and Figures 5, 6, and 7 and related, underlying material of the Technical Appendix, the estimated growth is summarized and quantified from a traffic impact standpoint. These items reflect the influence of previously-noted probable regional expansion as well.

Future LOS designations for Covina's major or previously-designated primary and secondary arterials are, again, listed in Table 1 of the Appendix, which also shows the current LOSs. Table 1 reveals that in 2010, as a result of projected local and regional growth, 16 portions of several of the major or primary and secondary arterial streets would be classified as LOS E or F. Nine of these segments would be in addition to the 7 deficient road sections previously identified under the discussion on existing conditions. Moreover, the LOSs for most of the currently insufficient segments would be downgraded. The street sections under study are listed below:

TABLE B. FUTURE COVINA STREETS THAT FALL BELOW LOS D*

	STREET		SECTION	LOS
A.	North-South Oriented			
1.	Lark Ellen Avenue	a.	North of San Bernardino Road	E
2.	Azusa Avenue	a.	Badillo Street to San Bernardino Road	F
		b.	San Bernardino Road to Cypress Street	F
		c.	Cypress Street to Arrow Highway	F
3.	Citrus Avenue	a.	Badillo Street to San Bernardino Road (Downtown)	F
4.	Barranca Avenue	a.	Rowland Avenue to Puente Street	E
		b.	San Bernardino Road to Cypress Street	F
5.	Grand Avenue	a.	Rowland Street to Puente Street	F
		b.	San Bernardino Road to Cypress Street	F
		c.	Covina Boulevard to Arrow Highway	F
B.	East-West Oriented			
1.	Arrow Highway	a.	Vincent Avenue to Hollenbeck Avenue	F
		b.	Hollenbeck Avenue to Citrus Street	F
		c.	Citrus Avenue to Barranca Avenue	E
2.	San Bernardino Road	a.	Hollenbeck Avenue to Third Avenue	F
		b.	Third Avenue to Citrus Avenue	F
3.	Badillo Street	a.	Third Avenue to Citrus Avenue	F

* It is noted that these designations constitute general indicators of future traffic conditions only, as determined by standard reference material. In some cases, actual roadway operations may function better than the corresponding classifications would signify.

Table B illustrates that the traffic-increasing impacts of growth and intensification in and around Covina will be dispersed in various areas of the City. This information expands on Table A above (existing deficiencies) by further highlighting key roads in the community warranting attention in the Covina General Plan update as well as implementation processes because of excessive traffic congestion, street width deficiencies, improvement shortcomings, signal inadequacies, and/or other problems. In fact, Table B could therefore serve as a basis for developing appropriate strategies to address the major traffic congestion-related challenges in Covina in the years ahead. As previously indicated, this Circulation Element is, accordingly, also comprised of recommended mitigation measures and/or street improvements that aim to bring the applicable deficient streets to appropriate LOSs. These items are presented in Subsection "e" and under the policies below.

d. Los Angeles County Congestion Management Program (CMP)

The Los Angeles County Congestion Management Program (CMP) was adopted in 1992 in response to Proposition 111 (June 1990) and accompanying State legislation. The CMP is a countywide measure that aims to relieve traffic congestion as well as to improve air quality and encourage growth management by linking land use, transportation, and air quality decisions. Traffic congestion reduction is measured from a particular network of major streets, State highways, and freeways. In Covina, Azusa Avenue (State Highway 39) is on the CMP network. The basis for gauging traffic mitigation itself is a County-overseen "credit bank" system, whereby a city can either earn credits for having congestion management/reduction proposals or can accumulate debits because of new development or redevelopment that causes or exacerbates traffic problems. Debits cancel out the credits. If the bank has a negative balance on May 31st of any year, then a city is considered out of compliance with the CMP and, accordingly, the State could withhold a portion of the jurisdiction's State gas tax funds. Another component of the CMP process requires cities to incorporate provisions into their plan review procedures that require that certain large developments, regardless of location, to conduct special traffic impact analyses and to incorporate trip reduction features, such as carpool and vanpool facilities and appropriate sidewalk-connecting pathways.

Examples of credit-earning projects would be traffic signal synchronization enhancements, road restriping to accommodate additional traffic lanes, and commuter train station parking lot construction and expansion. Credits are obtained regardless of whether such proposals take place on a CMP-designated street or on a nearby major road. (For instance, synchronizing a local thoroughfare near a street on the CMP network would arguably eliminate trips on the CMP route.) Cities also receive special consideration for developments near major public transit stations. On the other hand, a city would accumulate debits for, say, new or expanded retail shopping facilities or housing complexes on or near CMP-listed roads. The link among land use, transportation, and air quality decisions is established by the fact that the CMP process encourages new developments of all types and sizes to be located as far off of the CMP-designated arterials as feasible and/or around public transportation facilities, thus creating more concentrated urban activities and mixed uses. In theory, this clustering of uses would result in less traffic pressures and reduced vehicular pollution. And for projects that are desired to be built on or near a street listed on the CMP network, the proposal can take place—but its traffic impacts must be mitigated in order for there to be no net loss in credits.

As of 1996, the City of Covina had a positive CMP credit balance (approximately 2,500). However, the present construction of several commercial developments along Azusa Avenue could result in a negative balance in the near future unless the City undertakes one or more appropriate congestion mitigating actions, such as expanding the Metrolink Commuter Rail Station parking lot, synchronizing traffic signals along Azusa Avenue, better analyzing particular intersections in conjunction with future development/expansion activities, and/or restriping either Azusa or Grand Avenue to accommodate three lanes in each direction. The latter two alternatives are also presented in the Technical Appendix as possible approaches to improve the streets' level of service (LOS) F rating and are expanded on in the following section. And as also stated in the

Appendix, the CMP was considered in preparation of this Circulation Element.

e. Potential street deficiency mitigation measures

The previous topics of this discussion on streets and highways presented information on Covina primary and secondary arterial street types and characteristics and focused on the need to address deficiencies in the design and/or capacity of the roads, the appurtenant traffic of which will be exacerbated because of both local and regional growth. In particular, Table B on page 9 listed 16 street segments warranting the greatest attention. References were repeatedly made to the accompanying Technical Appendix, which also discusses the below-listed street deficiency mitigation measures.

The four primary mitigation measures recommended in the Appendix call for:

1. Analyzing at peak hours specific intersections along road segments that are currently operating at an unacceptable level of service (LOS) or are projected to function at an unsatisfactory LOS in the future because of primarily anticipated development and redevelopment activities in the City;

2. Adding a third through lane in each direction on certain major streets or previously-designated primary arterials by modifying traffic lanes and other elements within the existing (100-foot) right-of-way;

3. Adding a raised median to particular major streets or previously-designated four-lane secondary arterials by modifying traffic lanes and other elements within the existing (80-foot) right-of-way; and

4. Completing various portions of the major or previously-designated primary and secondary streets that are not yet fully developed to the typical design standards of the proposed General Plan, particularly with respect to ultimately having four through lanes.

The Technical Appendix, Section III-C, presents suggested traffic alleviation actions for what are projected to be the major roads with the greatest deficiencies in terms of operating capacity. These roads were initially discussed in Subsection "C" and listed under Table B. In general, one or more of the four mitigation measures noted above are recommended for consideration on each street. Table C summarizes this information.

TABLE C. RECOMMENDED TRAFFIC MITIGATION MEASURES FOR PROJECTED DEFICIENT STREETS (1)

	STREET	RECOMMENDED MITIGATION
A.	North-South Oriented	
1.	Lark Ellen Avenue	Analyze signalized intersections; and add raised median (2).
2.	Azusa Avenue	Analyze signalized intersections; and add third through lanes (outside of State standards) (3).
3.	Citrus Avenue (Downtown Area)	See note (4) below.
4.	Barranca Avenue	Analyze signalized intersections; and add raised median (along particular areas) (2).
5.	Grand Avenue	Analyze signalized intersections; and add third through lanes (3).
B.	East-West Oriented	
1.	Arrow Highway	Add third through lanes and (for stretch between Vincent and Lark Ellen Avenues) develop street to appropriate standards (3).
2.	San Bernardino Road	Analyze signalized intersections; and develop street to appropriate standards (for area between Hollenbeck and Citrus Avenues) (5).
3.	Badillo Street	Develop street to appropriate standards (for area between Third and Citrus Avenues) (5).

Notes:

(1) Recommendations are from Technical Appendix and constitute suggested actions only. In some cases, additional specific analyses for certain areas or segments may be necessary. All above streets were classified under the previous General Plan as primary or secondary arterials.

(2) The Appendix acknowledges that adding a raised median would entail removal of on-street parking, which would disrupt abutting, long-standing residential and commercial uses of property. Nevertheless, this strategy would serve to better balance the need to improve the circulation system with the social and economic costs of street widening.

(3) The Appendix acknowledges that adding third through lanes would entail removing on-street parking, narrowing median islands, where present, and removing dedicated right turn lanes. Although this measure would disrupt long-standing residential and commercial uses of property, in most cases, the strategy would serve to better balance the need to improve the circulation system with the social and economic costs of street widening.

(4) Widening would probably not be possible for the segment between Badillo Street and San Bernardino Road in the heart of the downtown. A special, focused analysis, inclusive of the signalized intersections, recognizing the unique characteristics of the district, would be needed here. This study would have to balance the need to maintain on Citrus Avenue a reasonably smooth traffic flow and acceptable level of service and the business and economic development needs of downtown property owners, merchants, and City officials.

(5) As an alternative mitigation measure, in conjunction with focused, signalized intersection analyses, the Appendix states that an additional lane could be installed within the existing right-of-way at the most narrow segment. However, on-street parking would have to be eliminated and some street widening would have to occur. Although abutting, long-standing residential and commercial uses of land would be affected, this strategy would serve to better balance the need to improve the circulation system with the social and economic costs of additional right-of-way acquisition or full broadening to future Plan standards.

The above recommended mitigation measures provide the City with a viable framework for addressing various circulation and transportation issues and needs in the General Plan update and implementation processes. Specifically, the mitigation measures and related items serve as a guide to decision-making and actions, as illustrated in Chapters IV (Goal and Policies) and V (Circulation/Infrastructure Plan). The Circulation/Infrastructure Plan, again, establishes the functional classification and accompanying standards of the various roadways and therefore is particularly related to the above mitigation measures. Moreover, and perhaps most importantly, the suggested focused and/or peak hour intersection studies and analyses will function as a foundation for viable solutions to current and future deficiencies. In a city like Covina that has increasing traffic but faces physical, financial, business, and resident constraints in carrying out large-scale street widening activities, such studies and analyses, which typically occur in conjunction with specific development proposals, provide a more detailed tool for determining acceptable or close to satisfactory roadway operations. The studies and analyses are further appropriate because, as stated previously, the theoretical daily street capacities contain many inherent assumptions that can result in variances from the operating capacities. Therefore, the daily figures constitute general indicators of future traffic conditions only. The fact that the figures are "indicators" warrants consideration when reviewing the studies and analyses and when recommending improvements to the street system.

2. Truck Routes

A key purpose of a circulation element is to provide for the adequate, safe, and efficient movement of large, heavy commercial trucks, as, most importantly, is required of industrial and commercial uses that constitute the foundation of Covina's economy. To facilitate truck access and to meet this purpose, cities designate truck routes on typically major streets. In general, industrial uses require truck access for the delivery of raw materials and/or unfinished products, the shifting of inventories, and the shipping of finished products to retail outlets; commercial activities need to be able to receive their goods, supplies, and merchandise and to transfer inventories as well. Also, truck routes are necessary to protect, to the greatest extent possible, persons in sensitive uses (such as residential, schools, nursing homes, churches, hospitals, and recreational facilities) from truck noise, vibrations, and other disturbances. Generally, large trucks are considered incompatible with residential neighborhoods, though, on a limited basis, trucks branching off from the major streets do of course serve residential activities in various capacities like delivery and moving.

Truck routes in Covina are further defined and discussed in documents on file with the City, particularly Chapter 10.44 of the Covina Municipal Code. A truck route map in Chapter 10.44 of the Code illustrates that the routes exist primarily on entire portions of or various stretches of the previously-designated primary and secondary arterials and, to a lesser extent, on particular industrial-serving collector and local streets. From a land use standpoint, the truck routes tend to run through or near the industrial and commercial areas, which underscore the routes' function. Moreover, the truck routes lead directly or indirectly to similar routes in adjoining communities. This fact indicates the inter-jurisdictional relationship of truck route networks and points to the fact that probably much of Covina's truck traffic is comprised of "pass-through" trips (i.e., in which a Covina business is neither an origin nor a destination).

Presently, truck routes appear to adequately serve the various land uses in Covina, which also illustrates the above mentioned inter-relatedness between circulation and land use issues. In general, both matters are dependent upon each other, and any changes in one area would affect the other. The City will continue to monitor the viability of truck routes from a locational standpoint and make changes when either land use conditions or truck dimensions so warrant. Covina must also ensure that route-designated streets maintain their structural integrity and pavement condition, which tend to be susceptible to damage because of the greater weight associated with large trucks. Street maintenance is generally addressed by the City on an annual basis through the Capital Improvement Program review and approval process, which is done in conjunction with City Budget adoption activities. The matter is addressed in this Element in Section "I" below. Lastly, to ensure their appropriate usage, the City may wish to explore identifying truck routes with appropriate signage. Currently, most of the routes have no such signs.

3. Bus Routes

Public bus service in, to, and from Covina is provided by Foothill Transit Zone (FTZ) and the Metropolitan Transportation Authority (MTA—formerly Southern California Rapid Transit District, RTD). Foothill Transit was established by Los Angeles County and several San Gabriel Valley cities through a joint powers agreement and provides bus service for San Gabriel Valley communities. The MTA is the chief transportation agency serving greater Los Angeles and provides an extensive bus system (in addition to commuter rail and the downtown Los Angeles-oriented subway). These two carriers operate several fixed routes in and near the community, the line numbers and ridership figures of which are presented in Chapter 11-C of the Technical Appendix. The corresponding routes are illustrated in Figure 4. Covina-serving bus routes provide commuters, shoppers, and others with direct or connecting transportation to virtually all portions of the San Gabriel Valley, via basic surface street lines, as well as to major business and employment centers in other areas of Los Angeles County, such as downtown Los Angeles, and in Orange, San Bernardino and Riverside Counties. Access to the surrounding centers and regions is primarily attained through freeway-oriented express buses. The Eastland Mall in West Covina, located just south of Workman Avenue between Barranca and Citrus Avenues and adjacent to the San Bernardino Freeway, as well as abutting major streets function as the area's regional transportation hub, a facility that is discussed in Section B2 below. And part of this hub (north side of Workman Avenue) presently falls within Covina territory.

Figure 4 of the Appendix illustrates that the bus routes located within Covina, which have been established by the two bus servers, pervade on typically the most heavily traveled primary and secondary arterials as well as a few less busy streets. The routes tend to pass through all land use types, though the most common adjacent activities are residential medium to high density, commercial, and industrial. In addition, except for the Covina Hills neighborhood in the southeastern portion of the community, the bus network extends through all Covina areas. No neighborhood is more than approximately one-half mile away from at least one bus line.

As in most areas of greater Los Angeles, in Covina the bus system constitutes the primary form of public transportation. However, Covina buses make up a relatively small share of the total travel because of land use patterns, the location of major employment and commercial centers, local socio-economic factors, and lower quality service when compared to more urbanized and populated areas. In general, bus ridership is influenced by two factors: cost (i.e., transit fares, particularly in relation to car expenses) and convenience (i.e., routing and scheduling, often when compared to automobile parking). Again, refer to the filed material for clarification on this issue. It should also be noted that the above "cost and convenience" factors are considered by persons in deciding whether to use the below-discussed Metrolink Commuter Train System, of which the area's bus network greatly serves.

As a policy matter, the City should consider following reasonable measures to ensure the continued availability, efficiency, and attractiveness of bus usage. This can be achieved through possibly working with transit operators to monitor the viability of various routes, by ensuring that future land use patterns concentrate development in centers or clusters along transit corridors, and by assuring that potential mixed use developments, such as residential dwellings atop of commercial businesses (see Sections A6 and B3 below), are located near bus stops. Under the previously mentioned Congestion Management Program (CMP-Section 1d), the City will be required to incorporate bus facilities in particular major commercial and industrial developments, and the community may receive "credits" for various bus enhancements. In sum, while the present transportation network will continue to be dominated by automobiles, it would be in the City's best interest to accommodate the maintenance and expansion of bus routes.

4. Commuter Rail/Railroad Line

The middle and northeastern sections of Covina are traversed by the generally east-west running San Bernardino Line of the Metrolink Commuter Rail system, which is owned and operated by the Southern California Regional Rail Authority (SCRRA), an independent rail-oriented agency. Metrolink is the greater Los Angeles area's commuter transport network that is based on six regional routes (the Santa Clarita, Ventura County, San Bernardino, Riverside, Orange County, and Inland Empire-Orange County Lines), and Union Station in downtown Los Angeles serves as the hub of the system. Metrolink is one component of metropolitan Los Angeles's expanding rail network, which includes the Blue Line (out to Long Beach) and Green Line (out to El Segundo) commuter trains and the Red Line subway. All of these elements are linked to Union Station as well. The tax payer-supported rail system was conceived and is being implemented primarily as a means of alleviating the region's worsening traffic congestion, air pollution, and population dispersion problems by offering (like the bus network) an alternative to automobile travel.

The San Bernardino Line of Metrolink is served by twelve stations, one of which is located in Covina at Citrus Avenue. (See Figure 4 of Technical Appendix.) Specifics regarding this facility/terminal are presented in Section B3 below. Commuter trains run throughout the day, though are most frequent during the morning and late afternoon to early evening periods. In addition, freight trains utilize the tracks during the late evening and early morning hours to serve certain industrial facilities in Covina and other communities. Freight operations are managed by the Southern Pacific Transportation Company, the previous rail owner, who leases the rail from SCRRA. Southern Pacific originally developed the rail line in the late 1800s to serve the flourishing citrus industry and to facilitate growth. Many citrus packing warehouses in Covina and elsewhere were constructed adjacent to the line. As the character of the region changed from agricultural to suburban after World War II, a large number of Covina and surrounding jurisdictions' rail-fronting properties and areas with citrus packing facilities became industrial/manufacturing businesses and districts, which often tend to have direct rail transportation needs. In Covina, this shift is evidenced by the fact that much of the community's current industrial properties and enclaves are located along or near the rail line. But the system, the right-of-way of which varies between thirty-three and fifty feet in width, also passes through residential and commercial areas, where separation typically occurs in the form of relatively high sound attenuation walls. It should be noted that presently there are no changes proposed in either the size or alignment of the right-of-way.

There are twelve locations along Covina's major streets or previously-designated primary and secondary arterials with rail crossings, and all are at-grade. The crossings themselves are modern, state-of-the-art components consisting of double gates, flashing lights and ringing bells, signage, and street pavement markings, they being installed, along with new tracks, by SCRRA in 1992 as the system was undergoing conversion to commuter rail. All rail crossings are deemed adequate from functional and safety standpoints.

Besides serving the transportation needs for certain segments of the community, the Commuter Rail Line and Covina Station provide the City with major opportunities for supplementing current revitalization and economic development opportunities in and around the downtown, including the construction of mixed use projects (e.g., apartments above commercial businesses). Such proposals could further reduce vehicular trips while enhancing Covina's overall appearance, image, and quality of life. Refer to Sections A6 and B3 below and the Land Use Element for clarification on mixed uses.

5. Bicycle Routes and Lanes

The City of Covina has a small, 3 1/2-mile network of bicycle routes on portions of various generally or currently-designated primary and secondary arterial streets, namely Lark Ellen, Hollenbeck, and Grand Avenues and Badillo Street, as well as a single, approximately mile-long bike lane on a stretch of Glendora Avenue, from Badillo to Cienega Streets. In general, routes provide for sign-designated bike travel on streets on a basis that is nonrestricted or shared with vehicles. Bicycle lanes, on the other hand, provide for restricted (during school hours only), one-way bike travel within a specially-striped portion of a street. Material on file with the City of Covina provides more background information, including a map, on Covina's bikeways.

The bikeways of Covina were established in the 1970s as part of a regional network of bike lanes and routes and today constitute a viable alternative means of transportation. It is believed, however, that much of Covina's bike usage occurs on non-bikeway streets as well. Despite the fact that in the future most local trips are expected to come from vehicles, the bicycle will continue to fulfill both functional and recreational needs. From a functional standpoint, nonmotorized transportation is important to persons such as students, workers who cannot afford a car, and individuals running an errand. On the recreational side, bicycles provide an opportunity for persons, families, and groups to get exercise, socialize, and experience the outdoors. Many private retail stores and commercial and public centers in Covina have bike racks, which facilitate bicycle usage.

Although presently the City is not aware of any portions of its bikeway system that pose a circulation hazard or conflict, the City should continue monitoring its bicycle-serving network to ensure continued safety as well as to consider expansion and/or improvement, where feasible and funding permits. Regarding the latter point, for example, Covina officials could add new routes or lanes on additional primary or secondary arterial and/or collector streets, particularly roads that would better link existing schools, parks, and employment centers. Another potential amenity could be the addition of, again where feasible, public bicycle parking areas along the routes/paths at appropriate locations.

6. Pedestrian Routes

A circulation element must also consider the oldest type of movement, foot travel. Pedestrian circulation can be discussed according to two dimensions, off-site and on-site. Off-site pedestrian trips are normally made on public sidewalks, where provided. In Covina today, sidewalks pervade on virtually all major or previously-designated primary and secondary arterials and on many smaller streets. A public sidewalk is now required with practically all new construction and expansion activities, and the sidewalk must meet minimum City standards for width, clearance, and handicap accessibility. (Regarding the latter point, over the years the City has installed curb cuts at most major intersections to comply with applicable laws and to assist the disabled.) The reason sidewalks do not exist on an abundance of local, residential streets is that years ago housing was often not conditioned upon sidewalk installation (as well as, in many cases, basic curb and gutter construction).

On-site pedestrian activity takes place within private developments, such as retail businesses, offices, and industrial facilities, and typically occurs on walkways and parking lot driveways and aisles. In new and remodeled developments, the City attempts to make walkways as wide and functional as possible so that pedestrian movement in driveways, aisles, and vehicle maneuvering areas is minimized. The City also tries, where feasible, to adequately link on-site walkways with off-site sidewalks to allow for pedestrian in addition to vehicular access. Under the recently approved State standards relating to the (Federal) Americans with Disabilities Act, minimum public-private "linkage" provisions for persons with disabilities must be met.

Although the City of Covina supports and will continue to facilitate pedestrian circulation, unfortunately land use patterns and jobs-to-housing relationships in the community and with respect to overall Metropolitan Los Angeles tend to preclude the shifting of large numbers of trips from vehicles to feet. In other words, the majority of pedestrian trips will continue to be generated from primarily a few types of activities, such as various errands, students walking to school, or persons seeking recreation or passivity. However, with Covina's ongoing and future revitalization and mixed use projects in its historic downtown and considering the adjacent Metrolink Commuter Rail Station, there are and will continue to be at least some opportunities for reducing vehicular trips. The reason is that as more housing and commercial uses and, if possible, employment facilities are developed within close proximity to each other, trips that would typically require cars can be made on foot. (Refer to Land Use Element for clarification on this topic.) To encourage pedestrian circulation, pedestrian ways in and around the downtown must be safe and pleasant and adequately separated from vehicular traffic, to the greatest extent feasible. In general, pedestrian safety should be a major concern throughout Covina, particularly on all larger or previously-designated primary and secondary arterial streets during peak driving hours, when potential safety hazards are greatest.

B. Transportation Terminals

1. Truck

Currently, the City of Covina does not have specific "truck terminals." All heavy truck access to commercial and industrial properties is attained through on-site loading facilities, which are required and regulated under Zoning provisions. The subject terminals are located in outlying communities. It is believed that this setup adequately serves Covina. Truck travel to these properties is nevertheless facilitated through designated truck routes (typically on certain primary and secondary arterials), as previously discussed in Section A2 above.

2. Bus

As was the case with trucks, Covina does not have any "bus terminals." But as indicated in Section A3 above, the Eastland Mall in West Covina, which is just south of Covina's limits and bordered by Workman, Citrus, and Barranca Avenues and the San Bernardino Freeway, and abutting major streets function as a hub for several major- or regional-oriented bus routes of the Foothill Transit Zone and Metropolitan Transportation Authority. In the City of Covina, bus routes of these providers run on various generally larger streets. A portion of the Eastland Mall transit facility (north side of Workman Avenue) technically lies just within Covina's limits. Current proposals call for the Eastland hub to be relocated to a bigger, more functional transit center entirely within the boundaries of the Eastland Mall. It is noted that this hub currently is not a bus terminal per se. The closest such facilities are in El Monte, to the west, and Montclair, toward the east. Lastly, the above-mentioned major bus providers and small, locally-run transportation servers operate feeder lines to and near the Metrolink Commuter Train Station, which is discussed in the following area. At a future date, an official mini-bus depot or transfer facility could be developed adjacent to the Station.

3. Commuter Rail/Railroad

The City of Covina is fortunate to have a station along the San Bernardino Line of the regional-oriented Metrolink Commuter Rail system. An overview of Metrolink, which is a key component of the Los Angeles area's new and expanding commuter transport network, is presented in Section A4 above. In general, commuter trains run throughout the day, though are most frequent during the morning and late afternoon to early evening periods. Recent ridership figures indicate that the Covina facility is the busiest on the twelve station San Bernardino Line, with 535 average daily boardings and 59 average daily alightings during morning peak periods. The average number of daily boardings constitutes almost one-fifth of the corresponding figure for the entire line. Also, since the system and Covina Station opened in October 1992, both numbers have risen, indicating that more persons are using the train—or at least Covina's facility—and that Covina is becoming more of a destination, not just an origin. The San Bernardino Line presently stretches from its westerly terminus and Metrolink hub at downtown Los Angeles's Union Station (the primary morning destination) to San Bernardino City on the east.

The Covina Station, which is at the northern part of the downtown on the eastern side of Citrus Avenue, adjoins a 240-space "park and ride" lot. During its initial years of operation, because the parking lot was generally full each weekday morning toward the end of the peak boarding period and because of the overall success of the Covina Station, the City opted to construct a new 236-stall Metrolink lot on a vacant parcel one-half block west of Citrus. This parking addition greatly bolstered the viability of the Covina Station, which therefore could be considered a vital link in Metrolink's traffic congestion and air pollution reduction objectives.

Although, as mentioned in Section A4 above, freight trains also utilize the Metrolink tracks during the late evening and early morning hours to serve certain industrial facilities in Covina and other communities, the Covina Station is not used for this purpose. Instead, freight trains go directly to the applicable industrial buildings. Hence, there are no "general railroad terminals" in the community.

As previously stated, Metrolink's primary objectives relate to reducing traffic congestion and concomitant air pollution. But another key purpose of the commuter train network calls for facilitating and complementing community revitalization and economic development activities. In Covina, the City proposes to strongly pursue these objectives by attempting to link the Train Station to, first of all, current and future use enhancement, image improvement, and beautification efforts in the downtown's principal core, on Citrus Avenue between Badillo Street and San Bernardino Road, as well as to now-under-study redevelopment proposals for several deteriorating and/or underutilized residential, commercial, and industrial properties north of San Bernardino Road, adjacent to the facility. In both areas, the City will consider permitting revitalized commercial and industrial activities, vibrant retail businesses, and mixed uses.

Current urban planning practice recognizes the above listed regional congestion relief and local government benefits that can be realized from pursuing revitalized, pedestrian-friendly, and/or mixed use developments within close proximity to train stations. Design concepts such as "urban village" or livable cities promote and establish guidelines on these community-enhancing ideals. Also, southern California growth-related trends point to greater Metrolink San Bernardino Line ridership. Therefore, it is appropriate for the City of Covina to continue recognizing these land use and transportation realities and trends by persisting to support the community's Metrolink Station and to pursue desired and beneficial proposals in and around the facility.

C. City Transportation Programs

To meet the transportation needs of the less mobile segments of Covina's population, such as seniors and the disabled, the City of Covina administers special programs. These transportation programs are reviewed and evaluated on an annual basis in accordance with the City's Budget adoption process and other activities. Modifications in the type or scope of ongoing proposals are often made because of changing needs, City Council policy orientations, and/or funding decisions. Discussed below are the most current local transportation programs. IT IS EXPRESSLY STATED, HOWEVER, THAT THE NATURE OF THESE PROGRAMS IS SUCH THAT CHANGES MAY OCCUR WITHOUT TRIGGERING A GENERAL PLAN AMENDMENT REQUIREMENT. IT IS ALSO STATED THAT THE CITY'S TRANSPORTATION PROGRAMS COMPLY WITH THE AMERICANS WITH DISABILITIES ACT.

The chief local transportation effort is a dial-a-cab service for senior and disabled Covina residents. The dial-a-cab program, which is operated by a private company and is overseen by City staff, provides low cost/ subsidized rides on an as-called basis to anywhere in Covina and to surrounding communities that fall within a particular service radius. In a typical month, dial-a-cab provides rides to approximately 1,200 persons, of which generally about ninety percent are senior citizens, for a total of around 2,100 service miles. Virtually all dial-a-cab calls are one-person trips, and the average trip is just under two miles. The service is available twenty-four hours a day and provides basic taxi-type vehicles and specially-equipped vans to serve persons in wheelchairs and with other disabilities. Dial-a-cab is funded by Proposition A, a countywide sales tax-related measure. Covina is constantly looking to address the transportation needs of its senior and disabled residents through efficient, effective, and reliable services. The dial-a-cab measure is utilized to provide this function, though the City is always monitoring and evaluating privately-operated services to identify where improvements can be made.

In addition to dial-a-cab, the City currently subsidizes bus passes for senior, disabled, and student residents of Covina, another program that addresses special transportation needs. This has been a viable measure for several years. Other programs pertain to maintaining and improving bus stops/shelters and the Metrolink Commuter Train Station, which address more broad concerns. Regarding the Train Station, as discussed in Section B3 above, the City recently expanded the Station's parking capacity. And lastly, the City administers a capital improvement effort that funds projects such as wheelchair ramp construction at street intersections.

These latter programs are funded through Proposition A, grants, and other sources. As mentioned at the start of this section, changes in the type, nature, and/or scope of programs are considered and may occur on an annual or so basis.

D. Parking Facilities

Parking facilities for Covina residential, commercial, and industrial uses are either on-site or off-site/on the street. Despite the increasing usage of alternative forms of transportation, such as the Metrolink Commuter Train network, and the fact that, under the previously-mentioned Los Angeles County Congestion Management Program (CMP), the City must better accommodate public transit and ridesharing in major developments, because of land use relationships both in Covina and with respect to the overall region, the automobile will remain the primary mode of transportation in the future. Therefore, it is appropriate for the City to reasonably accommodate and manage the parking of cars in relation to activities occurring on private property.

Since Covina's Zoning Ordinance was adopted in 1948, the City has required that all new and expanded developments provide on-site parking. The amount of parking is determined by the use, and over the years standards have been revised to reflect changing private conditions and lifestyles and City desires. The importance of adequate on-site parking cannot be understated, as the City has observed that older multiple-family residential and commercial properties with deficient numbers of stalls tend to generate street overcrowding and sometimes other problems. Today, the City's parking standards are considered to be a good mechanism for ensuring the viability of developments and the integrity of neighborhoods.

In the older downtown area, particularly along Citrus Avenue and Badillo Street, properties were originally developed long before the utilization of zoning and the ubiquitousness of cars. Many buildings front directly on the sidewalks and have minimal (accessible through rear alleys) or no on-site parking. To address this unique situation and to recognize the special needs of downtown properties and business owners, in the '50s the City encouraged the formation of an independent parking district, which is governed by a three-member board and empowered to levy assessments on downtown properties for purposes of developing and maintaining parking. Today, the downtown parking district, which is officially called Parking District No. 1, manages seven downtown parking lots with approximately 500 aggregate stalls, and future expansions are likely to best serve the public. Also, the parking district is regarded as an important entity for maintaining and enhancing the social and economic vitality of the downtown area, which is an important center of the community and in recent years has undergone extensive public improvements and has attracted new, successful businesses. In addition to the parking district process, it is noted that the City's Zoning code maintains parking standards for this area, though, for most commercial activities, at a much lower threshold than required of newer projects. (The parking standards are usually met through a detailed district-related "credit bank" system, whereby properties are given credits that are based on previously paid assessments and that are applied toward meeting City parking requirements.) For some uses of which the Zoning Ordinance does not grant an automatic reduction in the minimum parking standard because of the uses' potential to generate excessive traffic, such as restaurants and theatres, the City grants parking exceptions on a case-by-case basis if the proposed activity is found to be a major asset to the area from economic development and image enhancement standpoints. Over the past five years, the City has permitted a few vibrant restaurants and other uses through this process. Lastly regarding the downtown, there is an abundance of on-street diagonal parking along Citrus Avenue (also discussed below), another indication of development patterns from a long-ago era. Although this parking is of major importance to downtown businesses, as stated in Section A1 above, it has created circulation concerns along the street, and, as also previously mentioned, further analysis of the situation, recognizing the needs of all parties involved, is warranted.

The second type of parking, off-site or simply street parking, pervades throughout the community and typically follows provisions of applicable sections of the Covina Municipal Code. Although presently street parking cannot be used to meet Zoning requirements, this parking nevertheless is often considered as an important supplement to on-site stalls for commercial and industrial businesses and residential properties. Most large and small Covina roads have street parking, the exception being certain portions of generally major streets, where such parking cannot be accommodated because of inadequate width or improvement or the necessity to have red curbing to facilitate turning and other traffic movements. (The City's parking codes also specify conditions where parking on the streets should be prohibited.) Virtually all street parking is parallel in nature, thus minimizing conflicts with through traffic. However, there is angled parking in two older commercial areas, Citrus Avenue in the downtown (mentioned above) and Shoppers' Lane, which is just southeast from Citrus Avenue and Rowland Street. Because Shoppers' Lane is a small, local street, problems are minimal. But the unique arrangement of Citrus Avenue, which is a four-lane secondary arterial north and south of the downtown and then narrows in this district to two lanes with the diagonal parking on both sides, again as discussed in the Technical Appendix and above, presents challenges and calls for a focused study. Whatever measures are ultimately followed must balance circulation issues with the parking and business needs of downtown property owners and merchants plus the economic development and revitalization goals of the City and Redevelopment Agency.

Other roads where changes in street parking could occur are various presently congested primary and secondary arterials, which, as mentioned in Section A1 above and in the Technical Appendix, could be alleviated by adding a third travel lane in each direction. The adoption of this measure for any road would require the elimination of on-street parking, an action that calls for considerable cost-benefit analysis and local resident and business input.

Lastly, it is noted that like many cities Covina prohibits overnight on-street parking for security and other reasons, though the community sells quarterly overnight permits to residents with personal hardships or who reside in older, specifically designated multi-family neighborhoods with apartments that have inadequate on-site parking facilities. The City also offers to anyone, on a limited basis, an overnight permit for a single 24-hour period. Considering the permit exception process, it is believed that the general overnight ban on street parking is appropriate and has not negatively impacted residents or businesses. Those commercial and industrial activities that do operate during the late evening and early morning hours typically are able to accommodate the generally limited number of patrons and/or employees through on-site parking areas.

E. Transportation Demand Management

Transportation Demand Management (TDM) means managing traffic demand during peak travel periods before it gets on the streets. In theory, managing demand creates moving capacity on existing roads, and therefore this matter is appropriate for discussion in the Circulation Element. TDM measures include ridesharing, carpooling, vanpooling, flextime, modified work weeks, telecommuting, and parking management. The measures all share a common goal of seeking to modify individual travel behavior to reduce peak period congestion associated with single-occupant vehicle trips. Mitigating traffic congestion, in turn, benefits both society, relating to lesser air pollution, and individuals, regarding greater free time and lower mental stress. TDM is a key strategy employed in regional-oriented congestion mitigation plans that are discussed in detail in Chapter J of the Land Use Study of the Land Use Element.

Under regulations of the South Coast Air Quality Management District (SCAQMD), all employers in the region with one-hundred or more workers must adopt one or more TDM-type measures. The City has adopted for its employees a modified work week as well as offers ridesharing/carpooling services and incentives, though program modifications may occur in the near future, as permitted under law and/or to best meet municipal circumstances and needs. SCAQMD's trip reduction requirement also applies to the approximately twenty-eight Covina businesses and organizations that exceed the worker threshold. The aggregate number of local trips (or trips on major City streets) that have been eliminated as a result of this directive is not known.

Another facet of TDM concerns the Los Angeles County Congestion Management Program (CMP), the countywide congestion relief measure that penalizes cities for major traffic-exacerbating projects and offers "credits" for congestion mitigation efforts (a measure that was first discussed in Section A1 above). In terms of this area, the CMP requires, among other things, that cities adopt a transportation demand management (TDM) ordinance, which requires new nonresidential developments of 25,000 or more square feet to contain certain facilities that encourage the use of alternatives to traditional single-occupant auto use, ranging from the display of basic transit information to the development of specific areas for vanpool and carpool vehicles.

As previously stated, the CMP process also requires traffic and transit impact analyses for particular major developments. The City believed that the most efficient approach to address its CMP responsibilities was to incorporate the TDM ordinance and related development impact analyses into the existing Site Plan Review process of the Zoning Ordinance. Thus, Covina will continue to implement the TDM ordinance for the betterment of local and regional transportation and make changes, when needed or mandated. And, where reasonable and feasible, the City may wish to consider encouraging existing retail, office, and industrial activities to utilize general TDM programs.

F. Transportation System Management

Transportation system management (TSM) refers to employing measures to attain the maximum utilization and capacity out of a community's existing transportation-related infrastructure. Examples of common TSM measures include signal synchronization programs and intersection movement/channelization improvements plus, for freeways, high occupancy vehicle (HOV) lanes and improved freeway message signs. Although not required by any particular congestion relief plan or program, the City should consider exploring TSM measures, where financially, technically, and administratively possible, to remedy transportation and/or circulation deficiencies.

G. Sewer and Storm Drainage Systems

1. Sewer system

The overwhelming majority of properties in Covina are connected to a network of public sewers, which is comprised of local, City-owned lines and major, County-operated trunk lines. All local sewers feed into the County lines, they leading to large, regional-oriented sewage treatment facilities in surrounding areas. City sewer lines are operated and managed by the Covina Public Works Department and contractually maintained by other jurisdictions. The County system, on the other hand, is completely managed and maintained by Los Angeles County Sanitation District (LACSD) No. 22. All Covina properties lie within a Sewer Maintenance District, whereby special assessments are levied on each lot to provide for routine maintenance and repair. The few properties currently not connected to public sewers consist primarily of 1950s-era and older houses in various portions of the community.

According to officials with both County Sanitation District No. 22 and the City Public Works Department, there are no apparent problems with, respectively, any County or City lines that serve Covina. Related sewage treatment facilities are considered adequate as well. In addition, all components are able to accommodate projected future growth and changes, as presented in the Land Use Element. General repairs and basic expansions and improvements will therefore occur on an as-needed or development-induced basis.

2. Storm drainage system

The storm drainage system of Covina, designed to accommodate local runoff and to eliminate or reduce localized flooding and ponding during rainstorms, is comprised of six large, fully improved, and predominantly open concrete-lined channels, which are operated and maintained by the Los Angeles County Flood Control District, and numerous smaller, below-ground channels that are the responsibility of the Covina Public Works Department. The large, open channels or washes, of which the small lines feed into, traverse Covina in various areas and are illustrated in the accompanying Existing Land Use and General Plan Maps. It is also noted that segments of two flood control channels, one in the Covina Hills neighborhood and the other in Wingate Park (just south of Rail Line between Grand and Glendora Avenues) are unimproved or were never reinforced with concrete and steel to appropriate engineering standards because of their value as an important natural resource (riparian habitat) and, in the case of the Covina Hills facility, because of use as a County horse and hiking trail. Refer to the Land Use and Natural Resources and Open Space Elements for clarification on these special, sensitive areas. Another component of the County-operated flood control infrastructure are two large flood control spreading grounds (at the southwest corner of Arrow Highway and Barranca Avenue and at the easterly terminus of Workman Avenue), facilities that serve as generally temporary catch basins for waters diverted from channels and washes in the region and function to reduce pressure on the overall system. Collected water subsequently percolates into the ground, thus also serving as ground water recharge facilities (an aspect of the spreading grounds clarified in the Natural Resources and Open Space Element). As also described in the Land Use and Natural Resources and Open Space chapters, the spreading grounds may eventually serve a recreation function as well. The large, above-noted channels are components of an extensive, countywide flood control network that ultimately sends stormwater out to the Pacific Ocean.

In accordance with general plan preparation/presentation guidelines, the subject of flooding itself is discussed in the Land Use, Natural Resources and Open Space, and Safety Elements. Generally, flooding currently is not a major problem in Covina because most portions of the major streets and most districts and neighborhoods have stormdrains or are linked to the flood control system. (However, the area around the unimproved section of Walnut Creek in Covina Hills does get inundated during rain storms primarily because of the release of water from the upstream Puddingstone Reservoir and Dam complex by County Flood Control District officials. Because of the uniqueness of the situation and greater applicability of the matter to other General Plan chapters, as previously indicated, this issue is focused upon in the Land Use, Natural Resources and Open Space, and Safety Elements.) The few streets with minor flooding problems tend to be older areas, developed at a time when such improvements were not always required. Over the years, the City and Los Angeles County have constructed many new storm drains and appurtenant facilities and enhanced existing infrastructure, thus eliminating more and more deficiencies, and similar public improvements will continue in the years ahead. Officials from the Covina Public Works Department and Los Angeles County Flood Control District have stated that the existing flood control system serving Covina is functionally sufficient and can accommodate the type of moderate growth (refer to Land Use Element for clarification) the City envisions and desires.

H. Local Public Utilities and Facilities

1. Water

Water service in Covina, including the surrounding County islands, is provided by four entities, the City of Covina, Azusa Valley Water Company, Southern California Water Company, and Suburban Water Systems. The City of Covina, the dominant water purveyor, services approximately two-thirds of the residents and businesses in the community and generally covers the central and southern portions of the municipality. Azusa Valley Water accommodates the northwestern section of Covina. And Southern California Water and Suburban Water generally serve, respectively, the northeast and southwest territories.

Each water purveyor obtains its water from various sources, including underground wells and purchases from other agencies, such as the Metropolitan Water District (MWD). The four water suppliers own, operate, and maintain their respective infrastructures, which are comprised of reservoirs and storage tanks and distribution systems. A distribution system typically consists of pipes, water mains, transmission lines, and booster pumping stations. The infrastructure elements pervade in Covina and in adjacent jurisdictions and are located and described in information on file with the Covina Planning Division. According to officials with the four water purveyors, the existing infrastructure and estimated future supplies are adequate to handle projected Covina growth. Water distribution systems and related facilities, which are now structurally and mechanically adequate and generally function appropriately during peak periods, will continue to be improved, expanded, and/or modified, where necessary, to meet future service demands.

All water purveyor officials have also reported that their respective distribution systems tend to provide for sufficient water pressure and fireflow rates in all areas, which are important indicators. Lastly, water quality has been stated to be adequate—or to meet applicable Federal and State standards. These and related water topics such as conservation are further discussed in the Natural Resources and Open Space and Safety Elements.

2. Electricity, Gas, and Telephone/Communications

Electricity for Covina is provided by the Southern California Edison Company. The Southern California Gas Company serves the community's gas needs. And telephone/communications service is furnished by General Telephone Company. Information regarding utility company transmission/supply lines and distribution/regulating stations has been provided to the City by utility company officials and is on file with the Covina Planning Division. In addition, all utility companies have reported that their respective networks currently meet existing average and peak levels of usage and that future service capabilities should accommodate estimated, long-term growth. Where needed, as was the case with water utilities mentioned above, some system enhancements and modifications may be needed/performed.

I. Improvement and Enhancement Funding

1. Streets

As stated in Section A1 above (Streets and Highways) and in the accompanying Technical Appendix, the City should strongly consider pursuing various street improvements and enhancements to address existing deficiencies, such as poor-conditioned paving, the lack of curbs, gutters, and/or sidewalks, inadequate rights-of-way width, and insufficient traffic signals. However, the funding of desired improvements warrants discussion, particularly in light of increasing City financial constraints over the last two decades. In recent years, street improvements have been funded by project-specific developer conditions, City General Fund and Covina Redevelopment Agency monies, and Federal Community Development Block Grant (CDBG) and Federal-Aid Urban (FAU) subventions. Although these sources have been viable and are likely to continue over the long-term implementation of the General Plan, the City may wish to explore supplemental measures, including, but not limited to, additional General Fund monies (though the new utility tax partially meets this need), direct land condemnation (for widening certain streets under particular conditions), special assessment districts, development impact fees, and/or general obligation bonds. This topic will require further study, and, as implied in the general discussion of street conditions and capacities above, must be addressed if future growth is to be appropriately handled.

General street maintenance funding, a related matter, is also important, particularly in a mature community like Covina, where most of the roads have been fully constructed, though many streets have such problems as cracking or eroding asphalt and large potholes. Unfortunately, maintenance expenditures in recent years have lagged behind needs because of limited funding and changing City priorities. But unless its deteriorating streets are addressed, then Covina's circulation network may not adequately fulfill its primary function. Also, community image and appearance would be tarnished and liability problems would be exacerbated. Street maintenance focuses on keeping up or reconditioning/replacing asphalt and concrete pavement, though also includes street cleaning, street landscape maintenance, street lighting, pavement striping, and traffic signing as well as other activities. Presently, street maintenance is funded by various sources, such as General Fund monies, the Federal CDBG program, State gas tax and County transit assistance (Proposition C) funds, and miscellaneous grants. Two potential sources include (as mentioned previously under "improvements") allocating additional General Fund monies and enacting special assessment districts, but, in general, existing City policy constraints will limit options. Regardless of the community's long-term approach for funding street maintenance, the strategy should be realistic, viable, and prioritized so that deficiencies and problems are addressed on a consistent, systematic basis.

2. Public Buses

Public bus service changes and improvements would be funded by the two entities that now provide bus service to Covina, Foothill Transit Zone (FTZ) and the Metropolitan Transportation Authority (MTA). But the City pays for bus benches, bus shelters, and related facilities that fall along various City routes and at the community's portion of the Eastland Mall transit hub via appropriate transportation funds, such as Propositions A and C. Other bus stop-related expenditures, particularly in relation to the Metrolink Commuter Train Station, may be considered in the future as well.

3. Commuter Railroad Line/Station

The rail apparatus itself has been and will continue to be financed by the Southern California Regional Rail Authority (SCRRA), the system owner. However, because the City of Covina owns the Covina Station site, the City financed construction of the train station (i.e., platform, canopies, and related items) and accompanying parking lot. The City would also fund any future Station expansions. (Covina is the legal owner of the present station site and leases the land to the SCRRA for a nominal amount.) Commuter Train Station funding generally comes from the countywide transportation fund, Proposition A, as well as special State grants. In the future, other sources may be considered, if available.

4. Bicycle Routes and Facilities

Covina's bicycle routes are financed by the City through State grants and other sources. Depending on the location, bicycle-accommodating facilities would be funded by public or private monies.

5. Public Parking Facilities

The development, expansion, and maintenance of public parking lots in downtown Covina, as discussed in Section D, are generally funded by the Parking District, a special entity empowered to handle these matters. In the future, the City may consider utilizing other sources in dealing with public parking facilities.

6. City Transportation Programs

The City's transportation programs, such as the current dial-a-cab measure for seniors and the disabled, are funded and are likely to continue to be paid through the countywide Proposition A (again, the primary Los Angeles County transportation fund). But the City could, at its discretion, utilize other monies in this area.

7. Transportation Demand Management and Transportation System Management

Transportation demand management (TDM) and transportation system management (TSM), which were defined and discussed in, respectively, Sections E and F above, are now and would continue to be funded by both public and private sources.

8. Sewer and Storm Drainage Systems and Utility Facilities

Public sewer and storm drainage systems are funded primarily from Los Angeles County revenues, generated from basic taxes and special property tax assessments, and, to a lesser extent, City resources. This arrangement is not likely to change in the years ahead. Basic public utilities, including water, electricity, gas, and telephone, are financed through the respective utility companies. Covina's only involvement in this area concerns a portion of the community that is provided water by the City. All utility funding is generally based on specific, user-oriented fees, a mechanism that is expected to continue.

J. Listing of Key Infrastructure and Transportation Systems Issues

This area of discussion lists the key issues concerning infrastructure and transportation systems and is based on the facts and information presented in the previous sections and related salient material. As stated in Chapter II (Overview of Key Existing Circulation/Transportation Issues, which emanates more from points derived out of staff general knowledge and observations and identified through community input), issues are important because they clarify key matters warranting attention and because, along with the detailed description and analysis of the local circulation/transportation conditions (in the preceding sections and Technical Appendix), issues form the basis for the below-listed goal and policies and the Circulation/Infrastructure Plan. (Issues of Chapter II are thus similarly regarded and applied.) Refer to the previous sections and to the accompanying Technical Appendix for clarification on this material and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The major infrastructure and transportation systems issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Stating that Covina is presently supported by a substantially developed 109-mile network of predominately linear public streets that vary in size, traffic volume, and function.
2. Acknowledging that many streets have sections or stretches that are deficient in width (relating to the number of through traffic lanes) and/or improvement (referring to curbs, gutters, and/or sidewalks).
3. Stating that the two key street utilization descriptors are traffic volume, which is the number of vehicles passing a given point in both directions in a typical 24-hour period, and traffic flow quality or level of service (LOS), which ranges from category "A" (the best) to "F" (the worst). And indicating that in urban areas of southern California, LOS D is typically viewed as the maximum acceptable standard.
4. Declaring that portions of the following four major streets presently fall below LOS D or are characterized by excessive congestion during peak periods: 1) Azusa Avenue, 2) Citrus Avenue, 3) Grand Avenue, and 4) Badillo Street.
5. Conceding that in Covina over the next several years, traffic volumes and concomitant congestion are expected to increase primarily because of 1) infill development on the few remaining vacant local sites and redevelopment of currently underutilized properties, in accordance with policies and standards of the accompanying, central Land Use Element and 2) continuing regionwide growth.
6. Acknowledging that, utilizing what are called "trip generation" standards and methodology to estimate future-oriented traffic volumes, sections of the following major streets would have LOS E or F (indicating the greatest probable congestion during peak periods): 1) Lark Ellen Avenue, 2) Azusa Avenue, 3) Citrus Avenue, 4) Barranca Avenue, 5) Grand Avenue, 6) Arrow Highway, 7) San Bernardino Road, and 8) Badillo Street.
7. Following the deficient segments of the streets identified in item #6 above, which are dispersed in various areas of the community, as a basis for developing appropriate strategies to address the major traffic congestion-related challenges in Covina in the years ahead.
8. Complying with the Los Angeles County Congestion Management Program (CMP), which aims to relieve traffic congestion as well as improve air quality on a regional basis by linking land use, transportation, and air quality decisions and which encompasses a network of all freeways and the major roads in the County, including Azusa Avenue in Covina.
9. To address documented (or, referenced in item #6 above) deficiencies in the major Covina streets, which would be exacerbated in the future because of both local and regional growth, considering to follow various mitigation measures recommended in the Technical Appendix, particularly: 1) analyzing at peak hours specific intersections in conjunction with future development/redevelopment proposals, 2) adding a third through lane in each direction on certain major or previously-designated primary arterials (generally, by restriping lanes and performing minor reconstruction actions), 3) adding a raised median to particular major streets or previously-designated four-lane secondary arterials (generally, by restriping lanes), and 4) completing certain larger streets with General Plan-related design shortfalls such that they would have four through lanes and other features.

10. Recognizing physical and/or City policy constraints in approaching traffic impact mitigation in the downtown and possibly in other places and acknowledging the need to conduct specific, focused analyses for all street segments in the special or unique areas.

11. Maintaining truck routes to accommodate and serve commercial and industrial activities and to best protect residential and other sensitive uses from truck disturbances, such as noise and vibration.

12. As the primary form of public transportation in Covina, ensuring the continued viability and appropriateness of bus routes and bus service in the City, which exist throughout the community, to best serve system users and to conform to adjacent land uses.

13. Ensuring that the major bus stops or regional hub at and abutting the Eastland Mall in the City of West Covina, a portion of which lies in Covina, best serves Covina users and maintains harmony with City land uses and streets.

14. Ensuring that the San Bernardino Line of the Metrolink Commuter Rail system, which traverses Covina, best serves system users, mechanically operates in a reasonable manner, and maintains appropriate and safe crossings over City streets.

15. Ensuring that the Metrolink Commuter Train Station and accompanying "park and ride" lots at Citrus Avenue continue to most functionally serve system users and best complement existing and potential community revitalization and economic development activities relating to adjacent properties and the downtown's principal core, on Citrus Avenue between Badillo Street and San Bernardino Road, including encouraging the creation of vibrant, pedestrian-friendly, and mixed uses under a framework of "urban village" or livable cities design concepts.

16. Maintaining and possibly expanding Covina's relatively small network of bicycle routes and bicycle lanes to fulfill both functional and recreational needs.

17. Maintaining opportunities for sufficient pedestrian movement in public rights-of-way and areas and on private properties.

18. Maintaining, continuously evaluating, and, where possible, improving City-administered transportation programs, such as dial-a-cab, bus pass subsidy, bus stop/shelter installation (along various routes and at the City's portion of the Eastland Mall transit hub), and Metrolink Commuter Train Station enhancement, to meet the transportation needs of the less mobile segments of Covina's population.

19. Continuing to require adequate on-site parking in relation to most development/redevelopment proposals, through the Zoning Ordinance, to best serve the community.

20. Dealing with either limited or often nonexisting on-site parking for various properties in the older downtown by continuing to follow applicable sections of the Zoning Ordinance that provide special consideration to this key, central area and by continuing to support the downtown Parking District, an independent entity, as a viable mechanism for developing and maintaining parking and thus preserving and enhancing the social and economic vitality of the area.

21. Pertaining to various mandatory plans and programs of higher levels of government or regional agencies, acknowledging the City of Covina's responsibility to adopt and follow what are called Transportation Demand Management (TDM) measures, which seek to modify individual travel behavior to reduce peak period congestion associated with single-occupant vehicle trips. TDM

measures include ridesharing, carpooling, and flextime for City employees and requiring, through Zoning, that major nonresidential developments contain facilities that encourage the use of alternatives to traditional single-occupant automobile use.

22. Considering what are called Transportation System Management (TSM) measures that include signal synchronization programs and intersection movement/channelization improvements and that aim to attain the maximum utilization and capacity out of a community's existing transportation-related infrastructure, where possible, to remedy identified deficiencies.

23. Continuing to maintain and, where necessary, improve, through City and/or County efforts, the generally adequate sewer and storm drainage systems and related facilities that serve Covina.

24. Continuing to maintain and, where necessary, improve, through City or other utility provider efforts, the sufficient water, electricity, gas, and telephone distribution networks and related facilities that serve Covina.

25. Selecting appropriate, viable funding sources to finance future street improvements and enhancements to address existing deficiencies, such as inadequate rights-of-way and insufficient traffic signals, so that future growth is adequately handled.

26. Selecting appropriate, viable funding sources to finance future street maintenance to address existing problems, such as cracking or eroding asphalt and large potholes, and to keep up general functions like street cleaning, signing, restriping, lighting, and landscape maintenance to retain community safety as well as image and appearance.

27. Selecting appropriate, viable funding sources to support City-administered transportation programs (such as those mentioned in item #18 above).

PICTURE 1. METROLINK COMMUTER RAIL LINE AT COVINA STATION ON CITRUS AVENUE IN NORTHERN PORTION OF DOWNTOWN. THE METROLINK SYSTEM PROVIDES AN IMPORTANT ALTERNATIVE MODE OF TRANSPORTATION FOR COMMUTERS TRAVELLING TO DISTANT LOCATIONS.

IV. GOAL AND POLICIES

A. General

As stated in the Introduction above, the circulation/transportation goal and policies are important in the circulation/transportation process. These items supplement and serve as the primary basis for the Circulation Element's key Circulation/Infrastructure Plan and therefore function in a direction-setting capacity and as a foundation for evaluating and making decisions and conducting actions on private developments and public projects. The goal and policies, again as previously indicated, emanate from the community's key circulation/transportation issues (listed in Chapter II above) and on a detailed description and assessment of Covina's infrastructure and transportation systems (presented in the previous section and accompanying Technical Appendix), which were both identified by City staff and ascertained through public comment. In theory, then, the goal and policies stated here (as well as the Circulation/Infrastructure Plan) bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall . . " and are worded in plain English.

B. Goal and Policies

In applying the two terms to Covina, one goal and several policies are utilized. The policies are listed within a framework relative to six topical areas. The goal is:

> A well-balanced infrastructure system and related circulation network that provide functional, viable, safe, efficient, economical, and attractive transportation, movement, and transmission and applicable services for current and future Covina residents, employers, workers, business patrons and service recipients, visitors, and passers-by.

The remainder of this chapter is devoted to the policies, which, it should be noted, are listed in no particular order. The six topical areas of the policies are:

1. Maintenance and improvement of public rights-of-way and related infrastructure to accommodate future growth.
2. Public transit and transportation programs.
3. Downtown Covina.
4. Sewer, storm drainage, and public utilities and related systems.
5. General circulation and infrastructure matters.
6. Funding.

The topical areas are not entirely mutually exclusive and, therefore, several policies from different groupings are similar. It should be noted that the goal and policies, except for area number three (Downtown Covina), are applied on a citywide basis, unless expressly stated otherwise.

C. Policy Area 1

Maintenance and improvement of public rights-of-way and related infrastructure to accommodate future growth.

The City shall:

1. Maintain a network of public streets, under an appropriate, viable, and functional classification system and framework of standards, as presented in Chapters IV and V of this Circulation Element, that enables the City to accommodate existing and future traffic conditions, volumes, and patterns arising from projected moderate growth and revitalization.

2. Follow the street classification systems and standards presented in chapter V below, except where community goals, objectives, and policies are best furthered.

3. Maintain and, where administratively and financially possible, improve the physical condition, structural integrity, design capacity, utilization, appearance, and/or cleanliness of Covina's public rights-of-way and facilities, including, but not limited to, streets, alleys, sidewalks, medians, landscaping, parking areas, and miscellaneous infrastructure.

4. Where necessary and feasible, conduct traffic circulation improvements and congestion mitigation measures, including, but not limited to, traffic signal installation, synchronization, or upgrade, lane restriping or modification, and/or speed limit, stop sign, or street light installation.

5. Consider relevant sources, such as the accompanying Technical Appendix, in identifying, approaching, analyzing, and handling street maintenance, improvement, and modification, traffic circulation enhancement, and congestion mitigation.

6. Handle needed street and related infrastructure and transportation improvements on a realistic, viable, prioritized, systematic, consistent, and cost effective basis and, if possible, from the standpoint of benefiting the greatest number of Covina residents and businesses.

7. Accommodate, where financially, administratively, and technically feasible, needed street and related infrastructure and transportation improvements, among other reasons, to minimize traffic conflicts and hazards as well as liability, to improve vehicular and pedestrian safety, to bolster ongoing code enforcement efforts, and to enhance community appearance, image, and character, social, economic, and recreational vitality, and overall quality of life.

8. In conjunction with major development proposals or other situations on the most congested streets, consider to require the detailed analysis of specific intersections at peak hours as a means of clarifying the operations of and better identifying acceptable or sufficient mitigation for particular roadway segments.

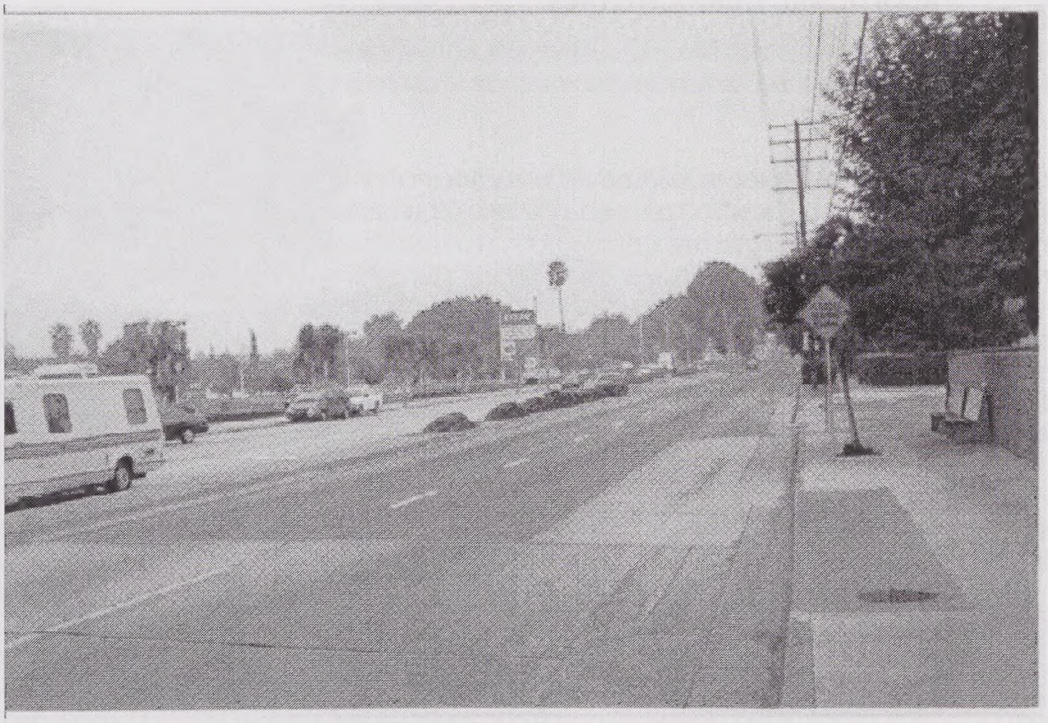
9. Consider, on a case by case basis, making certain major streets, or segments thereof, six lanes, where feasible, through whatever short- and long-term appurtenant modifications are deemed reasonable, while analyzing the measure's practicality, viability, and funding as well as impacts on residents and businesses.

10. Consider, on a case by case basis, adding a raised median to particular submajor streets, or segments thereof, through whatever short- and long-term appurtenant modifications are deemed reasonable, while analyzing the measure's practicality, viability, and funding as well as impacts on residents and businesses.

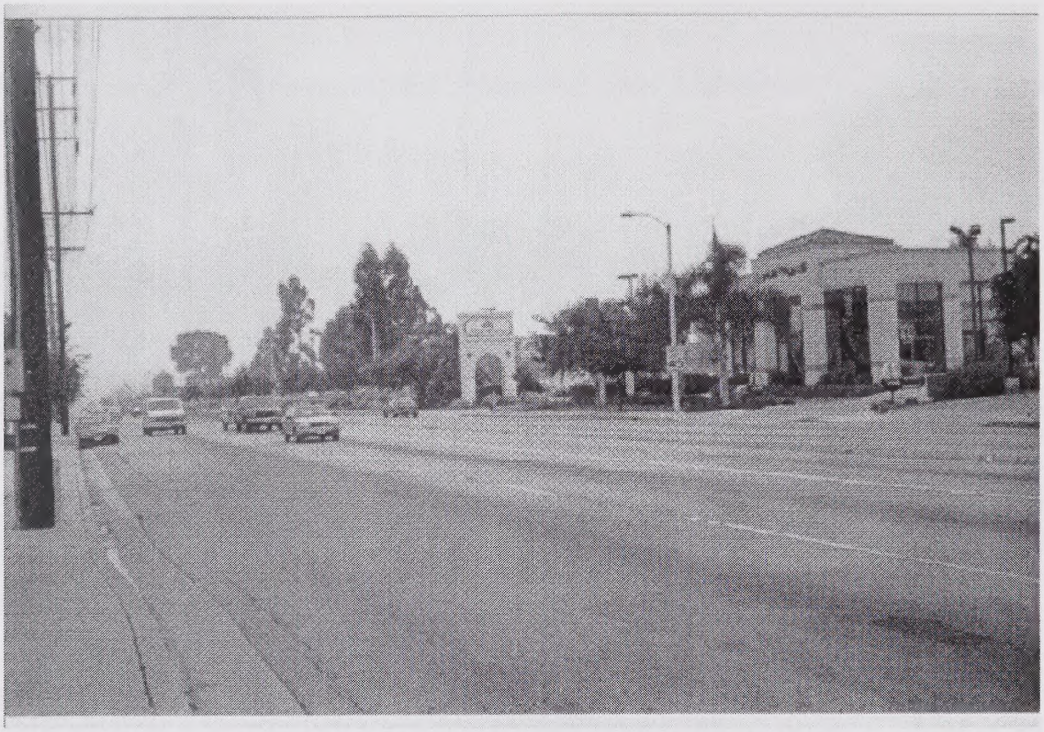
11. Reconcile the need to resolve remaining, major road and infrastructure deficiencies with the need to maintain the maturing community's aging street and circulation networks.

1 HOUR
PARKING
9AM - 6PM

PICTURE 2. BADILLO STREET IN DOWNTOWN, LOOKING EAST TOWARD CITRUS AVENUE. THE CIRCULATION ELEMENT CALLS FOR CREATIVE APPROACHES TO ADDRESS EXISTING ROADWAY CONSTRAINTS OR LIMITATIONS TO HANDLE FUTURE TRAFFIC.



PICTURE 3. GRAND AVENUE, VIEWED NORTH FROM BADILLO STREET. GRAND, THE MOST HEAVILY TRAVELLED ROAD, IS A KEY COMPONENT OF COVINA'S NETWORK OF PRINCIPLE STREETS—-A NETWORK THAT THE CIRCULATION ELEMENT STRIVES TO BEST MAINTAIN AND UTILIZE.



PICTURE 4. AZUSA AVENUE, LOOKING NORTH FROM CYPRESS STREET. TO ACCOMMODATE INCREASING TRAFFIC ON AZUSA AND OTHER MAJOR ROADS, THE GENERAL PLAN PROPOSES TO CONDUCT FOCUSED TRAFFIC STUDIES FOR PARTICULAR INTERSECTIONS AND, WHERE FEASIBLE, TO ADD ADDITIONAL THROUGH LANES.

PICTURE 5. LARK ELLEN AVENUE, VIEWED NORTH FROM SAN BERNARDINO ROAD. THE CIRCULATION ELEMENT SUPPORTS ADDING A RAISED MEDIAN HERE AND ON SIMILAR LESSER TRAVELLED MAJOR ROADS, IF VIABLE, TO HANDLE FUTURE GROWTH.

12. Ensure, where applicable, that private as well as public parking, drive-through, and drop-off/pick-up ingress/egress locations off of public rights-of-way provide for sufficient access, circulation, maneuverability, visibility, and safety as well as separation from any residential or other sensitive adjacent uses and that all on-site parking facilities adequately serve their accompanying uses and are designed to facilitate safe, functionable, and viable circulation and maneuverability.

13. To the greatest degree possible, direct and concentrate high speed, through or commuter traffic to major roads (primary and secondary arterials and collectors), as opposed to local, residential-oriented streets.

14. To the greatest degree possible, direct and concentrate heavy truck traffic/truck routes to appropriate primary and secondary arterial or collector roads and to suitable commercial- and industrial-serving local streets only.

15. Ensure, to the greatest degree possible, that all officially designated truck routes best protect residential and other sensitive uses from truck disturbances and are adequate and safe in terms of accessibility, maneuverability, roadway characteristics and conditions, and, if necessary, signage and that changes and enhancements are done, when necessary and feasible.

16. Monitor and, where administratively and financially possible, consider expanding the City's bikeways and related facilities in appropriate areas, such as near or linking schools, parks, and major commercial activities and employment centers, for functional as well as recreational uses, in a manner that best meets local conditions and needs.

17. Permit on-street parallel parking during appropriate hours, where needed and safe and where desired circulation improvement, congestion mitigation, and community revitalization proposals are not impeded.

18. Conduct additional, focused traffic and circulation studies/analyses, as determined to be needed, for special or unique streets, areas, situations, and conditions discussed in the accompanying Technical Appendix, in Chapter III of this Element, and in other sources, such as for Citrus Avenue, San Bernardino Road, and Badillo Street in the downtown, either in conjunction with or independent of peak hour intersection analyses, and consider appropriate mitigation while taking into account community economic development, revitalization, business, and related desires and goals.

19. Conduct additional, focused traffic and circulation studies/analyses, as determined to be needed, for particular congested streets, roadway segments, and intersections discussed in the accompanying Technical Appendix and Chapter III of this Element as well as in other sources, either in conjunction with or independent of peak hour intersection analyses, and consider appropriate mitigation while taking into account community economic development, revitalization, business, and related desires and goals.

20. In considering design modifications on congested streets to increase roadway capacity, to the greatest extent possible, emphasize modifications within the existing curb-to-curb area or right-of-way to best balance the need to improve the circulation system with the social and economic costs of, respectively, street widening and/or additional right-of-way acquisition.

21. Recognize and, in addressing major streets with identified design and/or capacity deficiencies, consider the fact that some of the roadways actually function better than the underlying technical material signifies.

22. Ensure that the street network accommodates, to the greatest extent feasible, public transportation routes and stops.

23. Continue encouraging, where administratively and financially feasible, public transportation- and pedestrian-accommodating enhancements to the infrastructure, including, but not limited to, bus pads and sidewalks and wheelchair ramps.

24. Maintain adequate access to all adjacent Freeways and State Highways serving the Covina area.

25. Make efficient use of existing Covina infrastructure and circulation resources and facilities.

26. Ensure that all new and modified public streets and appurtenant components thereof and other infrastructure are designed in accordance with all applicable City standards, except where community goals, objectives, and policies are best furthered, and are designed so as to minimize construction and maintenance costs.

D. Policy Area 2

Public transit and transportation programs.

The City shall:

1. Maintain, monitor, and, where administratively and financially possible, improve local transportation programs and activities in a viable, cost-effective manner to best meet Covina resident needs, particularly those of seniors, the disabled, students, and the disadvantaged.

2. Attempt to ensure, through liaison efforts, that major, regional-oriented public bus agencies adequately and efficiently serve Covina, have appropriate, logical routes, and maintain bus stops that are adequate in location, identification, and design and that minimize adverse impacts on adjacent properties and activities.

3. Attempt to ensure, through liaison efforts, that major bus stops or the regional-oriented facility or hub at and near the Eastland Mall in West Covina is functionally sufficient, best serves Covina users, and maintains harmony with adjacent properties and activities in Covina.

4. Encourage the major bus providers utilizing the transit hub at and adjacent to the Eastland Mall to develop a larger, more compact and functional facility entirely within the Mall property to better serve users and to minimize any adverse impacts on Covina properties and activities.

5. Attempt to ensure, through liaison efforts, that the Metrolink Commuter Rail (and freight) Line adequately and efficiently serves Covina, that street crossings and wall separations are appropriate and safe, and that any undesirable incursions from either service are mitigated, to the greatest extent possible.

6. Monitor and attempt to best maintain the functional and design adequacy and parking capacity of the Covina Metrolink Commuter Rail Station and, where desired and feasible, improve and/or expand the Station and/or related parking to meet local and regional needs.

7. Accommodate the linking of the Covina Metrolink Commuter Rail Station and other public transit depots to feeder transportation, to the greatest extent feasible.

8. Make efficient and cost-effective use of existing Covina transportation resources and facilities.

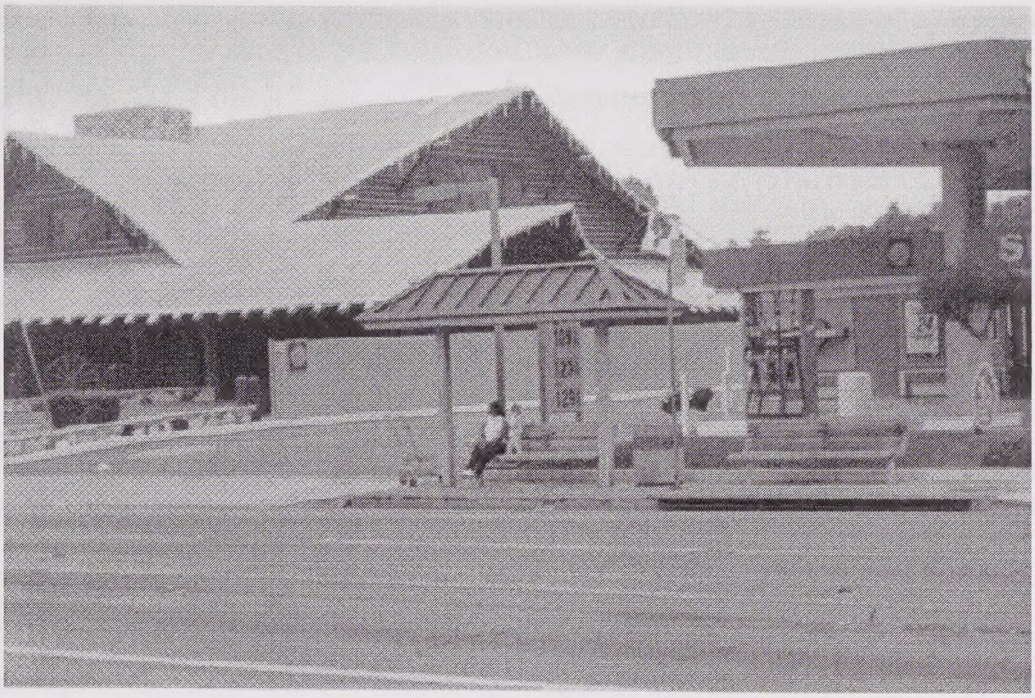
9. Consider proximity to public transit, among other factors, in evaluating housing projects and facilities for senior citizens and the disabled.

E. Policy Area 3

Downtown Covina.

The City shall:

1. Maintain and, where necessary and feasible, consider enhancements to downtown traffic, circulation, parking, and overall infrastructure, including, but not limited to, better synchronizing traffic signals, constructing more off-street parking in deficient areas, improving parking lot security/lighting, and better, more clearly linking off-street parking to district businesses through sufficient signage and other strategies.



PICTURE 6. TYPICAL COVINA BUS STOP. AS THE PRIMARY MODE OF PUBLIC TRANSPORTATION SERVING THE COMMUNITY, CIRCULATION ELEMENT POLICY ENCOURAGES CONTINUED SUPPORT OF THE BUS SYSTEM.

PICTURE 7. METROLINK COMMUTER RAIL STATION ON CITRUS AVENUE IN NORTHERN PORTION OF DOWNTOWN. THE STATION IS ONE LINK OF THE REGIONAL ORIENTED METROLINK NETWORK, WHICH PROVIDES AN IMPORTANT ALTERNATIVE MODE OF PUBLIC TRANSPORTATION FOR LONG-DISTANCE COMMUTERS AND COMPLEMENTS DOWNTOWN REVITALIZATION ACTIVITIES AND THEREFORE IS TO BE SANCTIONED IN THE GENERAL PLAN PROCESS.

PICTURE 8. CITRUS AVENUE, LOOKING NORTH AT BADILLO STREET IN THE HEART OF THE DOWNTOWN. THE CIRCULATION ELEMENT STATES THAT SPECIAL CONSIDERATION IS TO BE GIVEN TO ADDRESSING THE TRAFFIC/ CIRCULATION NEEDS OF THIS UNIQUE STREET.

ENTER
PARK YOURSELF

PICTURE 9. TYPICAL PUBLIC PARKING LOT IN DOWNTOWN. THE DOWNTOWN ORIENTED PARKING DISTRICT OWNS, DEVELOPS, AND MAINTAINS PUBLIC PARKING FACILITIES FOR BUSINESS PATRONS, EMPLOYEES, AND OTHERS THAT CONSTITUTE AN IMPORTANT TRANSPORTATION COMPONENT OF THE AREA.

2. Continue to address the unique parking situation of the downtown by following special, applicable sections of the Zoning Ordinance and by continuing to support the downtown Parking District as a viable mechanism for the development and maintenance of parking.

3. If suitable, extend existing angled parking on Citrus Avenue beyond San Bernardino Road on the north to better compliment community goals and desires and ongoing revitalization and economic development activities.

4. Where appropriate, consider infrastructure and related enhancements to facilitate downtown pedestrian circulation, taking into account safety, lighting, pleasantness, adequacy, and accessibility for the disabled.

5. In analyzing and/or considering any changes to Citrus Avenue or other streets in the downtown, balance traffic and circulation matters with business and economic development needs and follow all applicable provisions of other Policy Areas of this Circulation Element, particularly Policy Area 1.

6. Continue accommodating, where appropriate, vibrant, quality, and pedestrian-oriented retail activities in the downtown to bolster district vitality, economic development, and revitalization but without overburdening parking, traffic, and circulation.

7. Consider accommodating appropriate mixed uses in and around the downtown, via "urban village" or livable cities concepts, as a means for, among other benefits, maximizing the efficiency and attractiveness of transit usage, reducing vehicle trips, and encouraging and facilitating pedestrian circulation.

8. Monitor and best exploit the traffic, circulation, and parking as well as land use impacts associated with the Metrolink Commuter Rail Station, particularly in relation to potential redevelopment of adjacent properties to more vibrant activities and pertaining to ongoing revitalization, beautification, and economic development in the heart of the downtown.

F. Policy Area 4

Sewer, storm drainage, and public utilities and related systems.

The City shall:

1. Ensure, to the greatest extent feasible, through direct or liaison efforts, the continued maintenance and adequacy and, where necessary, improvement of Covina's sewers and sewage disposal system to prevent contamination of ground water and receiving water quality and to accommodate long-term growth and revitalization.

2. Continue to require, where appropriate and possible, properties with septic tanks to connect to the public sewage disposal system.

3. Ensure, to the greatest extent feasible, through direct or liaison efforts, the continued maintenance and adequacy and, where necessary, improvement of Covina's storm drains and storm drainage system to prevent or minimize flooding and soil erosion and to accommodate future growth and revitalization.

4. Continue to reasonably accommodate storm water runoff programs, in accordance with applicable Federal, State, and other standards.

5. Ensure, to the greatest extent feasible, through direct or liaison efforts, the continued maintenance and adequacy and, where necessary, improvement of Covina's water supply facilities and water distribution system as well as the ability of the water network to meet future growth and revitalization.

6. Ensure, to the greatest extent feasible, through direct or liaison efforts, that all current and future peak period water demands are met and that water pressure and fireflow rates in all areas are adequate.

7. Ensure, to the greatest extent feasible, through liaison efforts, that energy and communications supply and distribution facilities and stations are structurally, mechanically, and physically sound, well maintained, sufficiently monitored, and adequate to meet projected growth and revitalization.

8. Ensure, to the greatest extent feasible, through liaison efforts, that all current and future energy and communications demands, particularly peak period demands, will be met.

9. Accommodate the necessity of utility companies and similar entities to obtain rights-of-way and easements, while attempting to maintain appropriate community standards.

10. Continue to require that utility company and related new transmission and supply lines, including those for streetlights, be placed underground.

11. Continue to require that ground-, structure-, or roof-mounted communications antennas meet reasonable City height, location, design, and screening standards and are unobtrusive and aesthetically harmonious with building location and/or site design.

12. Ensure that any ground-mounted utility company facilities and manholes are located in areas that are, to the greatest extent feasible, safe, unobtrusive, inconspicuous, and aesthetically harmonious with road or building location and/or site design.

13. Ensure, to the greatest extent feasible, that street lighting in the community is adequate and that any deficient areas are remedied.

G. Policy Area 5

General circulation and infrastructure matters.

The City shall:

1. For major developments, continue requiring builders/developers to incorporate various traffic congestion mitigation/reduction and additional infrastructure-related amenities and features into their projects, in accordance with the Covina Municipal Code and any other City or Redevelopment Agency provisions.

2. Follow, in a reasonable manner, through the Covina Site Plan Review and other processes, applicable portions of all Federal, State, regional, and County transportation plans/provisions, such as the Los Angeles County Congestion Management Program (CMP), that mandate traffic congestion mitigation and air pollution reduction measures be imposed on major private developments by, among other strategies, minimizing single-occupant trips, advancing alternative modes of transportation, and/or alleviating traffic-related impacts by requiring the incorporation of appropriate facilities into site design and the performing of necessary traffic impact analyses.

3. Follow, in a reasonable manner, applicable portions of Federal, State, regional, and County transportation plans/provisions that require Covina administration to manage programs for employees that promote traffic congestion mitigation and air pollution reduction by minimizing single-occupant vehicle trips and promoting alternative modes of transportation.

4. Reconcile the community's traffic, transportation, accessibility, circulation, parking, and overall infrastructure situations, needs, and desires with corresponding regional issues and concerns, to the greatest degree feasible.

5. Balance the City's obligation to address certain traffic-, circulation-, and general infrastructure-related deficiencies with Covina's need to accommodate residential and nonresidential growth or to continue with ongoing communitywide economic development, commercial revitalization, neighborhood preservation, and affordable housing activities/programs.

6. Ensure, to the greatest extent possible, that Covina's street network, circulation systems, and overall infrastructure conform to all land use, growth, economic development, and related provisions of other General Plan Elements.

7. Continue to require adequate on-site parking and vehicular circulation in the plan approval process through standards and provisions in the Zoning Ordinance, Design Guidelines, and other documents.

8. Ensure, to the greatest extent possible, that Covina's street network, circulation systems, and overall infrastructure will preserve the community's low-rise/low- to medium-intensity character, including sensitive environmental resources and features of the Covina Hills area, protect residential neighborhoods from potential adverse traffic and related encroachments, and enhance the quality of life and safety for City residents, workers, patrons, and passers-by.

9. Attempt to reasonably monitor and handle potential and actual negative traffic, circulation, and related incursions from projects in adjoining jurisdictions.

10. On a citywide basis, continue, where appropriate, accommodating vibrant, quality, and attractive commercial and industrial businesses that strengthen the City's economic base, image, and character while minimizing adverse traffic impacts.

11. Concentrate, to the greatest extent practical, major developments and mixed uses in areas, centers, or clusters near or along transit corridors or adjoining bus stops or the Covina Metrolink Commuter Rail Station.

12. Recognize and appropriately handle and coordinate the interrelationship between transportation and circulation systems and land use matters in accommodating desired growth and in evaluating development impacts.

13. Continue accommodating pedestrian circulation, to the greatest degree possible, in terms of adequately-sized, conveniently located, safe, functional, unobstructed, and disabled-accessible major- and small-street public sidewalks, public crosswalks, private walkways and access routes, private walkways/access route linkages to public sidewalks, and sufficient connections between public sidewalks and crosswalks.

14. Continue to require public sidewalks adjacent to construction projects to be adequately shielded in accordance with all City Code provisions.

15. Ensure that adequate, safe vehicular access or detour routes are provided around all road construction or street-encroaching development sites in accordance with all City Code provisions.

16. Work with Los Angeles County, to the greatest extent possible, to promote the preservation and maintenance of the equestrian and hiking trail, which meanders through the Covina Hills area, and direct linkages thereto.

17. Ensure that future development- and public works-generated traffic, accessibility, and recreational activities preserve the appearance, integrity, and full functionality of the unchannelled portions of Walnut Creek and appurtenant equestrian/hiking trail in Covina Hills as well as the Charter Oak Wash through Wingate Park.

18. Encourage streets, appurtenant components thereof, and related infrastructure in private developments to be maintained by private associations, whenever possible.

19. Acquire and maintain currently private streets only where appropriate and where adequate funding can be secured.

20. Continue to prefer that State Highway 39 (Azusa Avenue) be maintained by the State.

21. Maintain adequate street name, directional, speed, and other signage throughout the community to best accommodate traffic and circulation conditions and needs.

22. Promote the safe, efficient transport of all segments of the population and the safe and effective movement of goods and materials.

23. Best implement the Circulation Element through the Zoning Ordinance and Design Guidelines, Capital Improvement Program, Subdivision Ordinance, Building and Safety provisions, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other applicable matters.

24. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alteration or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential traffic, circulation, and/or infrastructure impacts.

25. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and circulation, land use, and other Plan components.

26. Attempt to work with other City departments/divisions to best approach and handle various circulation- and transportation-related proposals, issues, and problems.

27. Ensure, to the greatest extent possible, that properties, buildings, and uses of which the Federal or State government or another entity has permitting authority over, such as post offices, public schools, hospitals, mobile home parks, utility company sites, and miscellaneous administrative facilities, comply with all applicable Covina parking, circulation, site ingress/egress, and related codes and standards and address any City concerns.

28. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.

29. Implement the Circulation Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, and applicable City and Redevelopment Agency plans and community goals.

30. Maintain departments/divisions to carry out the Circulation Element's various circulation-, transportation-, and infrastructure-related responsibilities and obligations.

H. Policy Area 6

Funding.

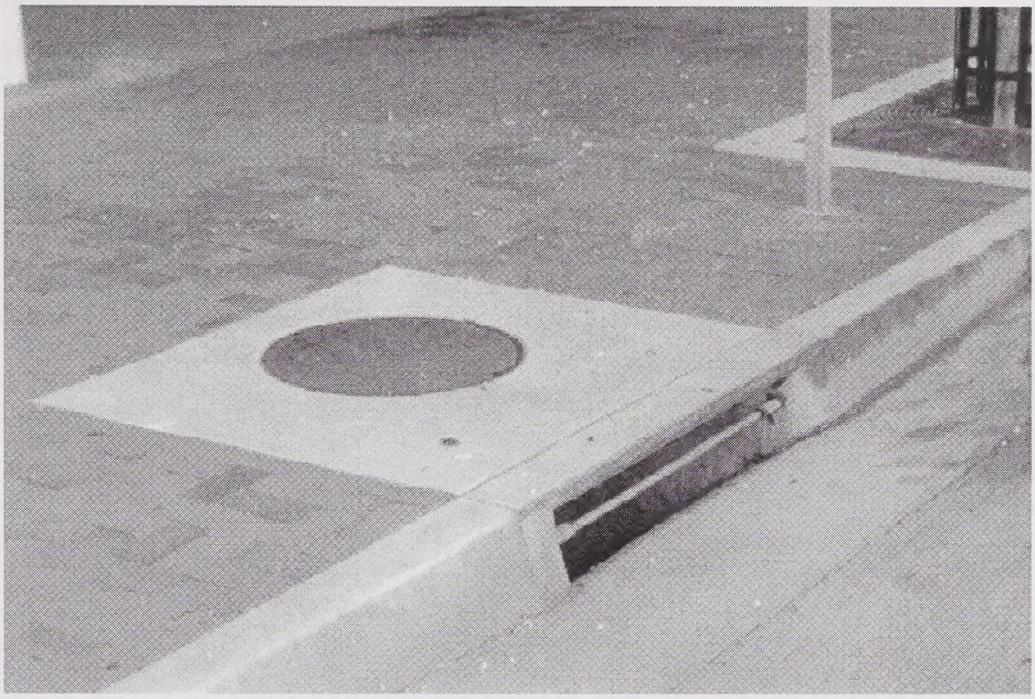
The City shall:

1. Continue utilizing current, long-term funding sources for street improvements, such as project-specific developer conditions, City General Fund and Redevelopment Agency monies, and Federal Community Development Block Grant (CDBG) and Federal-Aid Urban (FAU) subventions.

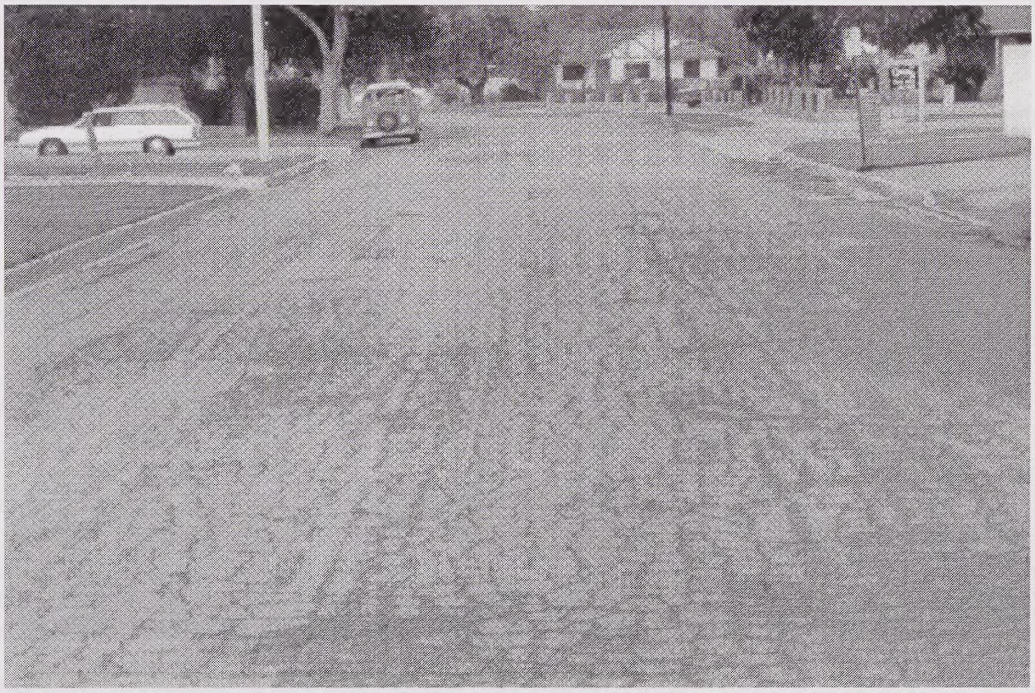
2. Consider, if feasible, to adopt supplemental measures to fund street improvements, including, but not limited to, additional General Fund or Redevelopment Agency monies, development impact fees, special assessment districts, and general obligation bonds.

3. Continue employing current, long-time funding sources for street maintenance, such as General Fund monies, the Federal Community Development Block Grant (CDBG) program, State gas tax and Los Angeles County transit assistance (Proposition C) funds, and miscellaneous grants.

4. Consider, if possible, to adopt supplemental measures to fund street maintenance, including, but not limited to, allocating additional General Fund monies and enacting special assessment districts.



PICTURE 10. ORDINARY STORM DRAIN INLET. BESIDES ADDRESSING STREETS, THE CIRCULATION ELEMENT ALSO ESTABLISHES A FRAMEWORK FOR MAINTAINING AND, WHERE NEEDED, IMPROVING STORM DRAINS AND OTHER INFRASTRUCTURE.



PICTURE 11. TYPICAL DETERIORATING STREET. MANY PUBLIC STREETS ARE IN NEED OF RECONSTRUCTION OR RESURFACING, A FACT THAT THE CIRCULATION ELEMENT RECOGNIZES AND DEALS WITH.

PICTURE 12. COVINA BIKEWAY. THE GENERAL PLAN PROPOSES TO MAINTAIN AND, WHERE FEASIBLE, IMPROVE COVINA'S LIMITED NETWORK OF BIKE ROUTES AND LANES FOR TRANSPORTATION, RECREATION, AND OTHER PURPOSES.

PICTURE 13. TYPICAL NEIGHBORHOOD OF SINGLE-FAMILY DETACHED HOUSES, NEAR GLENDORA AVENUE AND BADILLO STREET. AN IMPORTANT INTENT OF CIRCULATION ELEMENT POLICY IS TO PROTECT SMALLER RESIDENTIAL STREETS FROM EXCESSIVE TRAFFIC/SOUND EXPOSURE BY, AMONG OTHER STRATEGIES, DESIGNATING THE MAJOR, PRINCIPAL ROADS FOR TRUCK AND GENERAL COMMUTER TRAFFIC.

5. In funding needed improvements and maintenance for streets and overall infrastructure, attempt to ensure that current and potential revenue sources and funding mechanisms are viable, administratively and financially feasible, recurring, and stable.

6. In funding street and infrastructure improvements and maintenance, continue seeking Federal, State, and other subventions, grants, and sources of other entities, to the greatest degree possible.

7. Continue utilizing the City Capital Improvement Program and related processes as the framework for planning/scheduling Circulation Element-related infrastructure.

8. Ensure that all new and modified public streets and appurtenant components thereof and other infrastructure are designed so as to minimize construction and maintenance costs.

9. Continue requiring private developers and project proponents to construct street improvements and/or other infrastructure, where required and necessary, to mitigate development impacts.

10. Continue requiring private developers and project proponents to perform traffic/circulation studies/analyses in particular areas or on certain streets or intersections thereof to mitigate development impacts.

11. Maintain and continue requiring property owners to join the City Landscaping and Lighting Assessment Districts, when new construction or expansions occur, as appropriate mechanisms for financing public landscaping and street lighting improvements and appurtenant maintenance and energy costs.

12. Continue to support the downtown Parking District as the chief mechanism for developing and maintaining off-street parking in the unique downtown area.

13. Continue to utilize appropriate countywide transportation funds, County and State grants, and, if possible, other suitable sources to fund bus benches and shelters and related facilities as well as enhancements and/or expansion of the Metrolink Commuter Rail Station.

14. Continue to encourage major public transit providers to fund appropriate, Covina-benefiting enhancements, including, but not limited to, upgrades to general bus routes and construction of a larger, more compact and functional hub facility located entirely within the Eastland Mall property and installation of more state-of-the-art Metrolink street crossing systems.

15. Continue to utilize appropriate countywide transportation funds and, if possible, other suitable sources to fund City transportation programs.

16. Continue supporting the citywide Sewer Maintenance District as a key mechanism for financing routine sewer maintenance and repair.

17. Continue to support Los Angeles County efforts and, where applicable, City sources to fund necessary improvements to the public sewer and storm drainage systems to best benefit Covina.

18. Continue supporting inter-jurisdictional and other agreements pertaining to the maintenance, repair, and improvement of infrastructure, including, but not limited to, streets and appurtenant components thereof, sewers, and storm drains.

19. Continue to support City of Covina Water Department efforts to fund any needed maintenance for or enhancements to the applicable facilities and distribution network to benefit Covina.

20. Continue to support utility company efforts to fund any needed maintenance for or enhancements to their respective facilities and distribution networks to benefit Covina.

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V. CIRCULATION/INFRASTRUCTURE PLAN

A. General

This section presents the Circulation/Infrastructure Plan, which, along with the goal and policies, serves as the backbone of the Circulation Element. As stated in the Introduction, the Circulation/Infrastructure Plan indicates the location and functional classification and accompanying standards of the various roadways that transport primarily cars, buses, and trucks through and within Covina. Street classifications and standards have been assigned based on the existing roadway configurations and dimensions, expected future travel demands, recommendations from the accompanying Technical Appendix, and community input. The Metrolink Commuter Railroad Line and various flood control channels have also been included in the circulation hierarchy.

It is noted that the circulation/infrastructure criteria presented herein are recommended as design guidelines for accommodating long-term growth and to assist in the development of a viable, efficient, functional, and safe circulation system. However, the criteria may not be readily applicable to certain areas, such as the downtown, because of existing, unique conditions and major physical constraints (and, therefore, as previously described, focused analyses are warranted in particular situations). Nevertheless, the criteria can serve as an overall meaningful directing measure for new development or redevelopment. Any deviation from these standards should thus be based upon an appropriate review or a finding by the City that community goals, objectives, and policies would be best furthered.

B. Circulation/Infrastructure Plan

Covina's Circulation/Infrastructure Plan is described below and illustrated on the accompanying Land Use Map of the Land Use Element, which has been done in accordance with State general plan preparation guidelines and underscores the inextricable relationship between circulation and land use. Regarding the latter point, as previously stated, future travel demands are directly related to future land uses. When changes are made in the type and/or density of land use, travel demand changes accordingly. Conversely, any modification to the circulation system impacts some aspect of land use. Or as also mentioned above, the provisions of the Circulation Element support the goal, objectives, policies, and Land Use Plan of the Land Use chapter, while, in turn, the Land Use Element is a reflection of the community's circulation/transportation and infrastructure networks and concomitant Plan for those systems. Thus, the Covina Circulation Element has been prepared in conjunction with the Land Use Element update process. (If desired, refer to the Land Use Element and Land Use Study for all information pertaining to this area.)

Covina's Circulation/Infrastructure Plan is comprised of five public roadway categories and two designations relating to the Commuter Railroad Line and the flood control channels. The framework of the Plan is as follows:

1. Freeway
2. Primary Arterial Street
3. Secondary Arterial Street
4. Collector Street
5. Local Street*
6. Railroad Line
7. Flood Control Channel

* Locations not shown on Land Use Map.

1. Freeway

Freeways are designed to expedite movement between relatively distant areas in a community or region. Urban freeways typically have four or more lanes in each direction, with limited access at one-mile or greater intervals, and carry high volumes of traffic. Covina is directly served by the San Bernardino Freeway (Interstate 10), which, as illustrated on the Land Use Map, passes through the southeastern portion of the community, with full interchanges at Vincent, Azusa, Citrus, Barranca, Grand, Holt, and Via Verde Avenues (the major north-south running streets).

2. Primary Arterial Street

Primary arterial streets link principal elements within the City to each other and to adjacent areas. In other words, they serve both local and regional transportation needs. Primary arterials function to move relatively high volumes of high speed traffic easily and swiftly between generators and freeways, though also provide access to adjacent properties. All primary arterial streets are illustrated on the attached map. The minimum overall right-of-way width should be 100 feet with 4 or 6 through lanes. Six through lanes can be accommodated if on-street parking is prohibited. All alternatives include a raised median. Other standards are described in Table D below.

3. Secondary Arterial Street

Secondary arterial streets serve primarily locally destined, moderate- to high-volume, traffic, tying together the different areas of the City and connecting them to primary arterials as well as the freeways and to nearby communities. They also carry some regional traffic passing through the community and, more typically than primary arterials, provide access to adjacent properties. The secondary arterial streets are shown on the Land Use Map. Minimum overall right-of-way width should be 80 feet with 4 through lanes. As an alternative, a raised median can be provided if on-street parking is prohibited. Refer to Table D below for additional standards.

4. Collector Street

Collector streets serve traffic of a primarily local orientation, provide access to adjacent properties, and collect and carry moderate to high traffic to the primary and secondary arterials and indirectly lead to the freeways. But unlike the secondary arterials, collector streets have less of a regional focus and tend to serve more confined areas. All collector streets are illustrated on the attached map. The minimum overall right-of-way width should be 55 to 80 feet with 2 to 4 through lanes. Other standards are described in Table E below. (Note: this category encompasses Citrus Avenue in the downtown. Circulation Element policy calls for further analysis of the unique characteristics of the street within a framework that balances traffic/circulation matters and business/economic development needs.)

5. Local Street

Local streets are designed to provide access to abutting, generally residential properties and to link these properties to the arterial and collector street network. (In a few cases, however, such streets serve commercial and industrial uses.) Relatively minor traffic volumes are accommodated, and street designs discourage high speed, through or commuter traffic. Because these streets are relatively small and constitute the most common/ abundant street-type, they are not shown on the accompanying Land Use Map. Minimum overall right-of-way width should be approximately 52 to 56 feet with 2 unmarked lanes. Refer to Table E below for additional standards.

6. Railroad Line

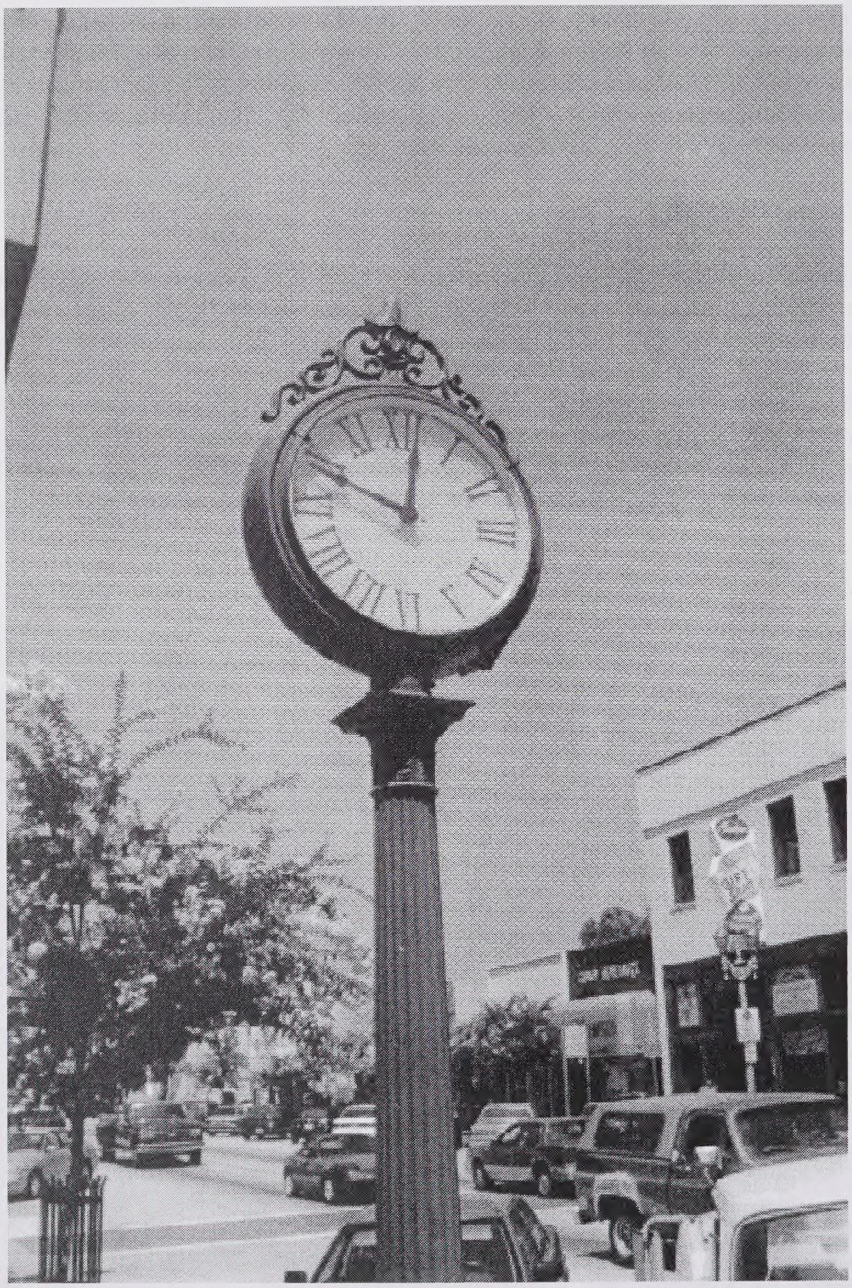
The railroad line, part of the Metrolink Commuter Rail system, serves generally a commuter function and, to a lesser extent, freight operations. The railroad system traverses the central and northeastern portions of the community, as indicated on the Land Use Map. All railroad components within the rail right-of-way and at-grade street crossings shall continue to meet each and every applicable Federal, State, local, and other operation-related standard and provision. A Metrolink Commuter Rail Station and parking facilities lie around the intersection of the railroad line and Citrus Avenue.

7. Flood Control Channel

Flood control channels pervade in various portions of Covina, and they are connected to a regional stormwater runoff management network. The functional- and design-related aspects of the channels shall continue to meet all applicable standards and provisions.

Tables D and E list all recommended criteria or design standards for, respectively, public arterial streets and public collector and local streets. Accompanying cross-sectional details are presented in the Technical Appendix. Design standards for private roads (in private developments) shall be based on applicable provisions of the Zoning Ordinance and Design Guidelines and determined on a case by case basis during project review.

PICTURE 14. COVINA HILLS ROAD, LOOKING WEST NEAR HOLT AVENUE. MUCH OF COVINA HILLS ROAD IS TWO LANES AND SURROUNDED BY VERY LOW DENSITY RESIDENTIAL DEVELOPMENT WITH A RURAL FLAVOR.



PICTURE 15. THE HISTORIC FINCH CLOCK ON CITRUS AVENUE IN THE DOWNTOWN. FOR MANY YEARS, MERCHANTS, SHOPPERS, AND PASSERS-BY RELIED ON THIS TIMEPIECE IN THE COURSE OF THEIR DAILY ACTIVITIES.

PICTURE 16. THE NEWER AMC 30 MULTI-PLEX MOVIE THEATRE AT THE COVINA TOWN SQUARE SHOPPING CENTER, AT AZUSA AVENUE AND ARROW HIGHWAY. COVINA'S INFRASTRUCTURE MUST SUPPORT MAJOR COMMERCIAL DEVELOPMENTS SUCH AS THIS ONE, WHICH ARE ESSENTIAL FOR MAINTAINING COMMUNITY ECONOMY, IMAGE, AND CHARACTER.

TABLE E. SUMMARY OF RECOMMENDED MINIMUM PUBLIC STREET DESIGN STANDARDS FOR COVINA- -COLLECTOR AND LOCAL STREETS

	STREET CLASSIFICATION			
DESIGN CRITERIA	COLLECTOR - A	COLLECTOR – B*	LOCAL	
RIGHT-OF-WAY WIDTH	80’	55’ – 80’	52’ - 56’	(40’ radius)
CURB-TO-CURB WIDTH	64’	56’	36’ - 38’	(35’ radius)
LANE CONFIGURATION	4 lanes + left turn channelization	2 lanes	2 lanes	
EXISTENCE OF RAISED MEDIAN	No	No	No	
ACCESS TO ADJOINING PROPERTIES	Yes, unlimited	Yes, unlimited	Yes, unlimited	
INTERSECTION SPACING	600’	600’	500’	
MAXIMUM SPEED	30-40 mph	25 mph	25 mph	
ON-STREET PARKING	Yes	Yes	Yes	
SIDEWALK + TREEWELL WIDTH - BOTH SIDES	8’	12’	5’	
MINIMUM SIDEWALK UNOBSTRUCTED WIDTH	4’	5’	4’	
SIDEWALK + TREEWELL LOCATION	Abutting curb	Abutting curb	Abutting curb	

* Refers to Citrus Avenue in downtown between Badillo and Italia Streets.

PICTURE 17. SCULPTURE FRONTING ON AN INDUSTRIAL PROPERTY IN THE ARROW-GRAND BUSINESS PARK, NEAR GRAND AVENUE AND ARROW HIGHWAY. INDUSTRIAL ACTIVITIES ARE ALSO IMPORTANT FOR COVINA'S OVERALL ECONOMY AND VITALITY, AND, CONSIDERING THE INTERDEPENDENCE OF LAND USE AND CIRCULATION MATTERS, THE STREET NETWORK MUST REINFORCE THESE PROPERTIES.

VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

This Circulation chapter of the General Plan is most closely related to the Land Use Element, the central chapter that, as stated in the above Background section, focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a close tie to the Land Use Element because, under law, the circulation and transportation networks and facilities of this Circulation chapter must be consistent with and support the underlying land use development scenario or Land Use Plan. Conversely, the Land Use Plan and overall Land Use Element must reflect and conform to the Circulation chapter's goal, policies, and Circulation/Infrastructure Plan. Any changes in either Element therefore will have a resultant impact upon the other. The inextricable connection between the two chapters is best illustrated by the fact that the Circulation Plan is superimposed upon the Land Use Plan/Map. Moreover, the Circulation Element is most directly related to the General Plan chapters pertaining to Housing, Natural Resources and Open Space, Noise, and Safety.

It is also important for the Circulation Element to be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is underscored by State law as well. Section 65300.5 of the California Government Code states that "the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives (if applicable), and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program/plan conformity because, according to planning law, implementation measures or circulation/infrastructure, land use, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives (if applicable), and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Circulation Element preparation, the topical goal and policies and the Circulation/Infrastructure Plan have been cross-checked with comparable components of other Elements, particularly Land Use and Housing, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Circulation and each and every Element will realize the same results. Furthermore, if the Circulation Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Policy "G25," the City will monitor all major aspects of Circulation Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Circulation chapter implementation, particularly with respect to inter-Element unity and coherence.

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VII. CITIZEN PARTICIPATION IN CIRCULATION ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for the Circulation as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.

2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.

3. Conducted "town hall meetings" and public forums.

4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.

5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.

6. Received numerous comments from the public (in this case regarding circulation/infrastructure and transportation matters) on the phone, at the counter, and in the course of site-specific project reviews.

7. Met with and elicited the views of Covina's Traffic Advisory Committee.

8. Met with and elicited the views of Covina's Parking (District) Board.

9. Organized, met with, and elicited the views of a circulation/infrastructure subcommittee of Covina's General Plan Update Committee.

10. Met with and elicited the views of City of Covina employees who deal with circulation/infrastructure and transportation issues.

11. Received numerous comments from representatives of other public or quasi-public entities, such as transit agencies, utility companies, regional organizations, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 11 above have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of circulation/transportation issues and, therefore, in developing the applicable goal, policies, and Circulation/Infrastructure Plan as well. All material and information as well as specific input received pertaining to these items are on file in the City Planning Division. Thus, Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Circulation Element.

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VIII. MONITORING CIRCULATION ELEMENT IMPLEMENTATION

In order for the General Plan Circulation Element's goal, policies, and Circulation/Infrastructure Plan to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's circulation/ infrastructure network and facilities, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Circulation Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a city shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation . . ." Because the Circulation Element is an important chapter and is, as previously stated, closely tied to the central Land Use Element, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Circulation Element implementation framework as Policy "G25," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or provisions are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Circulation Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established circulation/infrastructure goal, this approach will facilitate preparing General Plan amendments.

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COVINA
GENERAL PLAN
HOUSING
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COVINA
GENERAL PLAN
HOUSING
ELEMENT

COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (HOUSING ELEMENT WRITER AND GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
JOHN V. MULCAHY, PLANNING AIDE

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15. Single-Family Detached Residences in Adams Park Neighborhood, at Western Portion of Downtown C-25

16. AMC 30-Plex Movie Theatre at Covina Town Square Shopping Center, at Azusa Avenue and Arrow Highway C-26

17. Another Newer Townhouse Development, Near Sunflower Avenue and Covina Boulevard C-40

EXECUTIVE SUMMARY

The Housing Element is the General Plan chapter that establishes a comprehensive policy direction and program framework for addressing and meeting local housing needs, particularly those of lower income persons, for identifying and resolving local housing problems, and for recognizing and implementing State, regional, and local housing goals. In other words, the Element serves as a foundation for all local governmental programs/efforts in this area or guides housing-related decisions and actions. The contents of the Housing Element, generally background information and data on existing housing conditions and trends and, more importantly, future-looking goals, objectives, policies, and programs, must meet minimum standards of the State of California (Government Code Sections 65580-65589.8), which maintains an interest in ensuring that local governments acknowledge the availability, affordability, and structural adequacy of their housing supply for all economic segments. Covina's Housing Element is comprised of two volumes, this document and an accompanying background Study. The subject report is the action-oriented, future-looking component that focuses on goals, objectives, policies, and programs. The Housing Study, on the other hand, assesses the City's existing housing resources, needs, population, and economic and social make-up and thus functions as the basis for this Element document. It is believed that this organization best addresses State and regional housing statutes, goals, and policies and local conditions and desires. According to State law, the Element generally operates on a five-year timeframe, and the current cycle runs through June 1996 (recently extended two years from 1994).

Covina (population 43,422, 1992 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. Covina has a diverse housing stock in that while about fifty-six percent of the total consists of traditional single-family detached houses, approximately forty-four percent of the dwelling units are comprised of apartments, condominiums/townhomes, and mobile homes. In addition, for a suburban City, Covina possesses a relatively high percentage of commercial and industrial areas, which indicates a strong, diversified, economic base. Although the community is almost entirely built-out, future residential and nonresidential development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat, though has a hilly, predominantly residential enclave in the southeastern area (Covina Hills), and contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A' of the Land Use Study for more information on location, character, and the Covina Planning Area.

A key function of the Housing Element is, through the goal/objective/policy and program sections, to address to the greatest extent possible the most important community housing needs. Needs are grouped according to two general areas: 1) those designated by the Southern California Association of Governments (SCAG, a regional planning agency) and 2) those identified by the local government. SCAG's needs are divided into what are called "existing" and "future" components. Covina's existing needs refer to 1,690 very low and 929 low income households paying disproportionately high percentages of their incomes for housing. (Very low and low income households are those earning under 80% of the County median family income; and housing "overpayment" is paying more than 30% of gross monthly income on rent or a mortgage.) The future needs for Covina pertain to 1,976 dwelling units, at various income categories, that the City must attempt to accommodate, or at least plan for, to absorb projected growth. In terms of City-identified housing needs, the following are most important: very low and low income senior and non-senior households, including handicapped persons, paying high percentages of their incomes for housing; very low and low income homeowner households of all ages seeking property rehabilitation assistance; lower and moderate income potential first-time home buyers; and the necessity for the City to ensure the preservation and maintenance of the existing affordable housing stock, notably aging apartments and houses.

Related to needs are key housing-related issues that must also be acknowledged in the Housing Element update process. Typical issues include the quantity, density, and location of future housing development and redevelopment; accommodating dwelling unit growth while providing for sufficient economic development activities and providing for sufficient services and infrastructure; lower income household housing overpayment; maintaining structure and surrounding property conditions; maintaining appropriate development and design standards in new and remodeled housing; and dealing with household overcrowding, illegal dwelling units, and other occurrences and conditions spawned by changing demographic, social, and economic trends. All housing-related issues are discussed according to the following five-topic framework:

1. Housing unit types and amounts and future development activity.

2. Housing location and distribution.

3. Structural, occupancy, and community aesthetic conditions.

4. Housing costs and affordability.

5. Demographic, social, income, economic, and employment characteristics and trends.

The Housing Element addresses Covina's various needs through what the City believes is a sufficient and viable policy orientation and program framework, the two most important areas of this ten-chapter document. The policy orientation, first of all, is comprised of a general housing goal and several objectives and policies that function as a bridge between where Covina is (which is clarified in the Housing Study) and what type of city it wishes to become (which is based on the Housing Element's programs). In other words, the goal and the objectives and policies, as stated above, guide decision-making and actions and form the basis for the programs, the chief vehicle for addressing local housing needs and issues. The Housing Element goal is:

> A Housing Element that accurately reflects Covina's early 1990s housing-related situation, resources, and needs and establishes a clear, unambiguous, and locally acceptable policy orientation and program framework so that community decisions and actions will affectively, viably, and efficiently address Covina housing issues, needs, and problems.

Policies are presented under six objectives, each of which, like the structure of the above issues, pertains to a different "topic area." The objectives/policy areas are:

1. The provision of various types of dwelling units, at reasonable quantities, that are suitable for all economic segments.

2. An adequate siting of, distribution of, and compatibility of various dwelling unit types among themselves and between residential and nonresidential uses.

3. A community that maintains a high quality of life, good image and small-town atmosphere, and attractive appearance both citywide and in terms of its individual buildings and that maintains and preserves the affordable housing stock, with all residential structures being legal, safe, and functional and all residential grounds being maintained.

4. A climate where persons and households of all types and backgrounds are accommodated, where demographic, social, economic, income, and employment changes and problems are acknowledged and handled to the greatest extent feasible, and where an adequate balance is achieved between housing construction and rehabilitation and preservation obligations and economic development necessities and regional planning requirements.

5. A climate where all housing needs, particularly lower income needs, are acknowledged and where such needs are addressed to the greatest extent possible through viable and cost-effective programs and strategies.

Generally, the various policies that are presented under the above five objectives focus on accommodating development of a variety of housing types, including single-family detached houses, condominiums/townhomes, apartments, mobile homes, second units, and mixed uses, at reasonable quantities and densities to suite all economic segments and as a means for sustaining community stability and for continuing with ongoing moderate growth, redevelopment, and revitalization activities; preserving existing affordable housing resources, such as apartments and mobile homes; addressing local State-mandated regional housing targets to the greatest extent possible; and following reasonable building construction and development standards and design guidelines to maintain development safety and viability and community image and appearance. Other policy orientations deal with developing a downtown area "urban village" concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best compliment existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, to provide some upper density, alternative housing opportunities, and to reduce vehicular trips; handling and abating serious private property structural and/or maintenance problems, particularly deteriorating and dilapidated, aging houses and apartments, through applicable City ordinances and Code Enforcement activities; and handling various problems, such as illegally constructed dwelling units and overcrowding. Additional policy orientations pertain to acknowledging the importance of reconciling housing obligations with citywide economic development needs; continuing with and, where possible, expanding existing housing programs, such as rent subsidy and property rehabilitation, to address lower income housing needs and to augment efforts in affordable housing conservation; and establishing a foundation for utilizing and/or creating new programs, strategies, and development standards to meet future housing challenges and to facilitate the construction of affordable housing.

Housing Element programs/implementation measures are important because, as stated above, they enable the goal and objectives and policies to be realized and therefore serve as the chief mechanism for ensuring adequate overall Element implementation. Several programs are presented, some of which currently exist and others that would commence upon Housing Element adoption. The programs are divided into the following five areas:

1. Major Funding Mechanisms
2. Development Standards
3. Building Structure Adequacy and Safety
4. Miscellaneous Procedural Matters
5. Public Information Dissemination

Within the above framework, a variety of housing measures are presented. For example, successful existing programs, such as Rent Subsidy, Property Rehabilitation, and housing-related Code Enforcement, are to be continued and, if possible and appropriate, expanded in application. Also, the City's Planned Community Development (PCD) process, which facilitates medium and high density development, is to be maintained and promoted more often. In addition, many new measures are proposed to better address Covina's housing needs and to better conserve the affordable housing stock. These programs generally build on the policy foundation established in the previous section and include such measures as mechanisms and strategies to develop new and rehabilitate existing deteriorating lower income housing (through, for example, expanding application of Federal Community Development Block Grant (CDBG) funding); permitting second units/granny flats, density bonuses, and mixed uses in and around the downtown; zoning currently vacant and underutilized residential sites to accommodate reasonable multi-family/medium and high density housing; expanding the housing-related code enforcement process; removing possible development constraints, if feasible and acceptable; monitoring growth in relation to overall Element implementation as well as the provision of sufficient public services and infrastructure; ensuring continuation of reasonable building development and design standards; and better disseminating information on City housing-related efforts.

In terms of addressing the City's above-noted SCAG housing needs, regarding the "existing" needs component, as of Housing Element preparation, 607 lower income renter households were receiving rent subsidies through either City or Federal programs. (SCAG identified 2,619 such households as in need of housing payment assistance.) However, only 88 additional households of the 607 currently-assisted residences have been added since these needs were first published. Thus, not all "needy" households are being assisted. As one approach to dealing with this deficiency, the Element's policies and programs call for, among other things, as stated above, attempting to increase local subsidies to qualifying lower income renters. Regarding the "future" needs, as stated above, Covina was obligated to have added to its housing stock or at least plan for 1,976 dwelling units during the current five-year Housing Element period to accommodate projected growth. The 1,976 figure, which is broken down according to the four standard income groups, very low, low, moderate, and upper, serves as a basis for what the State calls quantified construction objectives. In other words, a community's quantified construction objectives, again, basically the numbers of income level-specific dwelling units that a community must attempt to accommodate and/or develop through, respectively, private or public action over the five year RHNA/Housing Element period to account for population growth, should equal its SCAG future housing needs figures. But in Covina, as of Housing Element preparation, because of various physical and other development constraints, City funding limitations and existing administrative and policy commitments, and the recession-generated reduced private sector construction activity, the City's quantified development objectives (which total 385 dwelling units) fall short of the future housing needs. Covina has addressed this deficiency by creating housing objectives, policies, and programs that will maintain and expand local housing opportunities in future years and, in accordance with State law, by identifying and analyzing local housing-suitable vacant and underutilized sites that could be developed with quantities of income category-specific dwelling units that theoretically would resolve the shortfalls. Thus, the City has planned for addressing its RHNA "future" needs deficiencies, a key requirement. Although not all sites identified through this exercise will be developed during the current Housing Element period, the site identification process establishes a benchmark for evaluating and analyzing future housing decisions and will be of major use when the Element is updated in 1996. The overall quantified objective and site identification and analysis processes constitute key components of the above-noted program section.

Besides addressing the quantified construction objectives, local governments must also set quantified objectives pertaining to housing rehabilitation and conservation. For the current, five-year Housing Element period, a total of 151 very low and 53 low income dwellings will have been rehabilitated. The City's definition of rehabilitation is providing grants or cash subsidies to qualifying low income single-family household homeowners to assist in installing new roofs, painting, and performing various structural improvements. Conservation, secondly, generally refers to a program or action that maintains dwelling unit income category associations. Through five local and Federal programs, City Rent Subsidy, Project-Specific Rent Restrictions, Code Enforcement, Section 8 Rent Subsidy, and Section 236 Rental Assistance, for the current Element period, Covina is able to conserve 788 dwelling units, 733 of which are occupied by very low and low income households.

Also as required by State planning law, the Housing Element has been prepared in a manner consistent with all other General Plan chapters. For example, the overall land use development framework and population and housing unit build-out projections employed here are based on the Land Use Element, the central General Plan chapter and the one most closely linked to the Housing Element. (The proposed theoretical dwelling unit and population counts of the Land Use and thus Housing Elements (based on current boundaries) are 17,095 units and 49,149 persons. In 1992, Covina City's dwelling unit count was 16,020, meaning that a theoretical housing growth rate of 11.8% could occur, and the household population was 42,863, indicating a potential 14.7% increase. (The City has relatively few group quarters residents.) In addition, likely or probable build-out scenarios, based on 80% of the theoretical capacity, have also been computed. Thus, the same residential land use category density limits for both Elements have been used. They are: Low, 0 – 6.0 dwelling units per net acre of land; Medium, 6.1 – 14.0; and High, 14.1 – 22.0. Moreover, the goal/objective/policy and program sections of the Housing and Land Use Elements are similar in organization and content. Because the City has updated all General Plan components simultaneously, one common data and information foundation, based on the same community input and data analysis activities, has been used for the entire project. This has ensured inter-Element goal, objective, policy, and program consistency and therefore will greatly assist in overall General Plan implementation. In addition, again in accordance with State planning law, the City will monitor all major aspects of Housing Element implementation to verity the continuance of this consistency and to ensure that the policies and programs are carried out effectively and that needs are adequately addressed so that the desired Element goal and objectives are met. Monitoring is to be handled through providing annual reports to the Planning Commission and City Council and through related actions. Any identified problems or deficiencies will be carefully studied and appropriately managed.

Lastly, in the Housing Element update process, local governments must conduct citizen participation activities to ensure that the views of all economic segments are addressed and considered. The City has complied with this requirement through developing and distributing questionnaires, conducting public forums, preparing a cable television commercial on the General Plan update and forums, preparing and distributing update flyers and handouts, and publishing press releases and articles in various newspapers and City brochures. Other more general measures/activities have been employed as well. All public comments elicited through the various citizen participation measures have been carefully studied by the City and incorporated into the body of data and information that was used in formulating housing needs and issues and, therefore, in developing the applicable goal, objectives, policies, and programs.

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I. INTRODUCTION/BACKGROUND

The Housing Element is the General Plan chapter that establishes a comprehensive policy direction and program framework for addressing and meeting local housing needs, particularly those of lower income persons, for identifying and resolving local housing problems, and for recognizing and implementing State, regional, and local housing goals. The State of California maintains a longstanding interest in ensuring that local governments acknowledge the availability, affordability, and structural adequacy of their housing supply because housing is an important human need and greatly influences a community's physical, economic, and social character, overall well-being, and stability. Also, and in recognition of the importance of this matter, the State has developed ambitious housing goals and policies that are contingent upon appropriate and responsive local action. The California Government Code (Section 65580) declares that:

1. The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order,
2. The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and to accommodate the housing needs of Californians of all economic levels,
3. The provision of housing affordable to low and moderate income households requires the cooperation of all levels of government,
4. Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community, and
5. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the State in addressing regional housing needs.

The crux of the Housing Element is a section on housing programs and implementation measures. The programs are developed upon, must be consistent with, and implement the housing goal and the objectives and policies, which are based on a thorough identification and assessment of the community's housing resources and needs, demographic, social, and economic characteristics, and household compositions, matters that are addressed in the accompanying, below explained Housing Study. Programs thus guide all local housing decisions and actions pertaining to such matters as residential redevelopment and rehabilitation. Therefore, the Housing Element establishes a foundation for overall local governmental programs/efforts in this area. The Housing Element generally operates on a five-year timeframe, the current one of which initially was from July 1989 to June 1994. However, in accordance with recently passed State legislation, the current Housing Element period has been extended two years to June 1996. Refer to Section V below and to the accompanying Study for clarification.

Much of the housing-related background information and facts and analysis of data appears in the Housing Study, an all-inclusive compilation of Covina's existing housing resources, needs, issues, policies, and programs plus the City's demographic, social, and economic characteristics. Though separate, the Study is legally part of the Housing Element process. Most topics in this Element are referenced and detailed in the Study, a format that eliminates redundancies and facilitates Housing Element implementation by emphasizing and clarifying the goal and objectives, policies, and implementation measures, the Element's most important components. In other words, the two-document structure allows for this Housing Element to focus on policy orientations and program directives, key portions that could be obscured if interspersed with too much background data and analysis. It is believed that this organization best addresses State and regional housing statutes, goals, and policies and local conditions and desires.

The Covina Housing Element is divided into ten sections. Following this introductory discussion, the second section presents an overview of Covina's existing housing issues and needs, with a great deal of reference made to the underlying Study. The third area details the Housing Element's goal and the objectives and policies, which, as stated above, bridge the gap between where the City is and what type of community it wishes to become. Section number four describes the Land Use Plan, from the Land Use Element, which serves as the physical development foundation for this Housing Element. The fifth chapter presents specific quantified building construction, rehabilitation, and conservation objectives for the current Housing Element period. The sixth area, a response to a particular State statute dealing with fulfilling deficient regional "future housing needs," describes potential housing construction of currently vacant and underutilized properties that are best suited for future residential growth. Section number seven, the most important chapter, presents the housing programs/implementation measures. The eighth topic explains how the Housing Element relates to and is consistent with other General Plan Elements. Lastly, the ninth and tenth chapters describe, respectively, how citizen participation has been accommodated in formulating the Housing Element update process and in what ways the Element will be monitored to ensure effective implementation.

The entire contents of the Housing Element are based on State housing element law requirements (Sections 65580-65589.8 of the California Government Code), the California Department of Housing and Community Development's (HCD's) Housing Element Questions and Answers, an advisory document on housing element preparation, and on various HCD informational reports/memoranda to local governments. Under law, the State establishes the overall data and analysis requirements and allows local governments to address and meet their housing responsibilities in a manner tailored to local conditions and circumstances. The Covina Housing Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most complete and logical and best suited for carrying out housing activities.

Covina (population 43,442, 1992 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. Covina has a diverse housing stock in that while about fifty-six percent of the total consists of traditional single-family detached houses, approximately forty-four percent of the dwelling units are comprised of apartments, condominiums/townhomes, and mobile homes. In addition, for a suburban City, Covina possesses a relatively high percentage of commercial and industrial areas, which indicates a strong, diversified, economic base. Although the community is almost entirely built-out, future residential and nonresidential development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat, though has a hilly, predominantly residential enclave in the southeastern area (Covina Hills), and contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study for more information on location, character, and the Covina Planning Area.

II. OVERVIEW OF KEY EXISTING HOUSING ISSUES AND NEEDS

A. General

This chapter lists the key Covina housing issues and existing needs, summarized from, respectively, Sections "K" and "D3a" of the accompanying background Housing Study. All issues, which are presented within the same five-topic framework that was employed in the Study, have been ascertained by the City, whereas both City- and regional agency-identified existing needs are described. Housing issues and needs are crafted from the community's overall housing-related facts, trends, characteristics, and citizen input and are important because they form the basis for below-described goals, objectives, policies, and programs. Refer to the Study for clarification on these issues and needs and on the underlying data and information.

B. Key Existing Housing Issues

The framework in which the issues are presented is illustrated below. Within each topic area, the issues are listed in no particular order. Topic areas and issues are not mutually exclusive.

1. Housing Unit Types and Amounts and Future Development Activity.

2. Housing Location and Distribution.

3. Structural, Occupancy, and Community Aesthetic Conditions.

4. Housing Costs and Affordability.

5. Demographic, Social, Income, Economic, and Employment Characteristics and Trends.

The existing housing issues are:

1. Housing Unit Types and Amounts and Future Development Activity

a. Recognizing City's obligation to maintain and accommodate a variety of housing types for all economic segments, while finding an appropriate dwelling unit mix.

b. Dealing with City's perceived overconcentration of apartments and perceived permissive medium and high density limits, and, accordingly, making reasonable density adjustments.

c. Accommodating a moderate amount of future growth while ensuring adequate public services, facilities, and infrastructure.

d. Continuing accommodating medium and high density developments, particularly apartments, as a means of addressing lower income housing needs.

e. Pertaining to matters such as single-family detached house lot size and apartment/condominium setbacks, parking, and open space, maintaining appropriate development standards to ensure high quality, attractive, and functional housing developments and being cautious about reductions in standards.

f. Addressing SCAG's (Southern California Association of Governments, the advisory regional planning agency for the region) future housing construction needs targets while considering Covina's existing situation, generally built-out character, development constraints, and economic development factors, such as the City's need and obligation to focus on job retention and growth.

g. Deciding how and under what circumstances to accommodate new housing types, such as granny flats/second units and mixed uses, and to allow for density adjustments under the State density bonus process and a special local procedure to consider two dwelling units as one.

h. Along with constructing and maintaining its housing, recognizing Covina's obligation to maintain and, where possible, increase its number of employment opportunities to have a good jobs-to-housing ratio and to bolster local economic development efforts.

2. **Housing Location and Distribution**

a. Maintaining current general land use distribution or pattern regarding all housing units.

b. Avoiding land use conflicts in future housing development decisions.

c. Protecting single-family detached neighborhoods from perceived medium- and high-density residential and nonresidential encroachments.

d. Ensuring the adequacy of future low income housing sites, particularly for seniors, in terms of accessibility to services, shopping, public transportation, and needed facilities.

e. Considering the area in and around the downtown as appropriate for mixed use housing developments, particularly within an "urban village" context that links upper density dwelling units with district revitalization activities and the Metrolink Commuter Train Station.

f. Considering the potential land use compatibility, physical betterment, and economic development benefits associated with abating major nonconforming uses—and deciding on a fair and reasonable approach to carrying out the strategy.

g. Acknowledging the RHNA or regional housing needs housing site identification process in making future residential locational decisions and, accordingly, ensuring adequate Zoning, programs, and monitoring.

3. **Structural, Occupancy, and Community Aesthetic Conditions.**

a. Maintaining City's small-town character, positive image, and good overall appearance.

b. Preserving and maintaining structural conditions of the aging housing stock, particularly deteriorating apartments, and abating any dilapidated buildings, through existing and potential new programs.

c. Maintaining and enforcing private property maintenance provisions and maintaining and expanding housing code enforcement activities, particularly from an inter-departmental standpoint and possibly to focus resources in areas with notably high concentrations of identified housing-related violations/problems.

d. Continuing and, if possible, increasing the single-family detached housing rehabilitation program.

e. Maintaining high quality, attractive, and functional new developments and residential additions by enforcing all development standards and design guidelines.

f. Coping with proliferation of overcrowding and deciding what responses, if any, are appropriate.

g. Coping with and abating illegally constructed dwelling units.

h. Preserving residential districts and/or buildings deemed architecturally and/or historically significant.

4. **Housing Costs and Affordability**

a. Dealing with the incidence of lower income households, particularly renters, paying disproportionately high percentages of their incomes on housing.

b. Monitoring and, where possible, removing City constraints on the maintenance, improvement, and development of housing.

c. Continuing to consider the Covina Zoning Ordinance Planned Community Development (PCD) overlay district, which allows for modifications in development standards and often facilitates medium- and high-density developments, along with other potential programs, to create housing.

d. Monitoring the continuation of affordability controls in various "special" lower income housing complexes and maintaining affordability controls on Shadow Hills apartments (which could be terminated).

e. Considering utilizing additional incentives and/or beginning new programs with sufficient funding support to deal with old, deteriorating apartments, such as outright purchases, and the need to build low cost housing units, such as density bonuses and/or development standard reduction.

f. Expanding, to the greatest extent feasible, the City's rent subsidy program in terms of funding and considering having greater emphasis on non-senior citizen households.

g. Expanding, to the greatest extent possible, the City's property rehabilitation program for lower-income households and considering expanding the program to cover multiple-family developments.

h. Monitoring future Covina construction to ensure that the income categories of new residential units fulfill the City's RHNA development objectives, particularly regarding very low and low income households.

i. Exploring all new, potentially viable housing programs that would enable the City to maximize lower income household benefits with minimum costs.

5. **Demographic, Social, Income, Economic, and Employment Characteristics and Trends**

a. Coping with an aging and more ethnically diverse population.

b. Coping with recently increased incidence of poverty, particularly regarding small families.

c. Coping with incidence of lower income household housing overpayment, particularly regarding renters.

d. Understanding how changes in demographic, social, income, and employment factors result in "nontraditional" household arrangements and overcrowding and appropriately dealing with these matters.

e. Dealing with economic and market demand factors and pressures and changing employment trends and commuting patterns that have led to increasing and, in some cases, stabilizing housing prices and rental rates.

f. Recognizing that the comingling of rising housing prices and rental rates and major changes in the structure of southern California's economy during the 1980s were a major force behind the increasing incidence of lower income renter housing overpayment (which was much more serious than owner overpayment).

g. Balancing the obligation to provide more housing with the need to increase employment (or to maintain a strong jobs-to-housing ratio and to monitor Covina's ratio), the need to maintain and attract high sales tax-producing businesses, and the need to implement various regional planning measures to reduce traffic congestion, air pollution, waste generation, and other problems.

C. Key Existing Housing Needs

As was the case with the issues, the needs are listed in no particular order.

1. Needs Identified by City Staff

a. Lower, particularly very low, income senior households overpaying or paying disproportionately high percentages of their incomes for housing or rent.

b. Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1-4 persons) are at a greater need than large households (5 or more persons).

c. Lower, particularly very low, income handicapped persons, especially seniors, overpaying for housing.

d. Lower and moderate income potential first-time home buyers.

e. Lower, particularly very low, income homeowner households of all ages seeking property rehabilitation assistance.

f. Identified homeless persons.

g. Deteriorating and neglected aging apartments in need of nuisance abatement/code enforcement action and/or rehabilitation.

h. Regarding "a" through "g" above, recognizing the necessity to monitor housing needs in the future to identify any changes.

2. Needs Identified by Southern California Association of Governments (SCAG) Regional Housing Needs Assessment (RHNA)

SCAG's RHNA is a document that applies to all local governments in the region and contains "existing" and "future" housing needs figures that must be considered in the Housing Element update process. (Refer to Section "D3" of the accompanying Study for clarification of all information presented in this area.) The "existing needs" component is discussed here. "Future needs" are addressed in Section V under Quantified Construction Objectives.

The existing housing needs are defined as very low income (earning less than 50% of County median family income) and low income (earning between 50% and 80% of the County median) households paying more than 30% of their monthly incomes on housing.

TABLE 1. **COVINA RHNA EXISTING HOUSING NEEDS, 1988***

	INCOME CATEGORY		
TENURE	VERY LOW	LOW	TOTAL
Owners	414	254	668
Renters	1,276	675	1,951
Total	1,690	929	2,619

Total 1988 Households = 15,710
Total 1988 Lower Income Households = 5,216

*Applies to current 1989-94 regional housing needs period.

Thus, in accordance with the regional housing needs requirement, the Housing Element process must address the above and other needs through appropriate and viable policies and programs to the greatest extent possible. Table 2 below lists numbers of housing payment-assisted lower income households by program type as of initial Housing Element preparation. Only renters are eligible for participation in current programs.

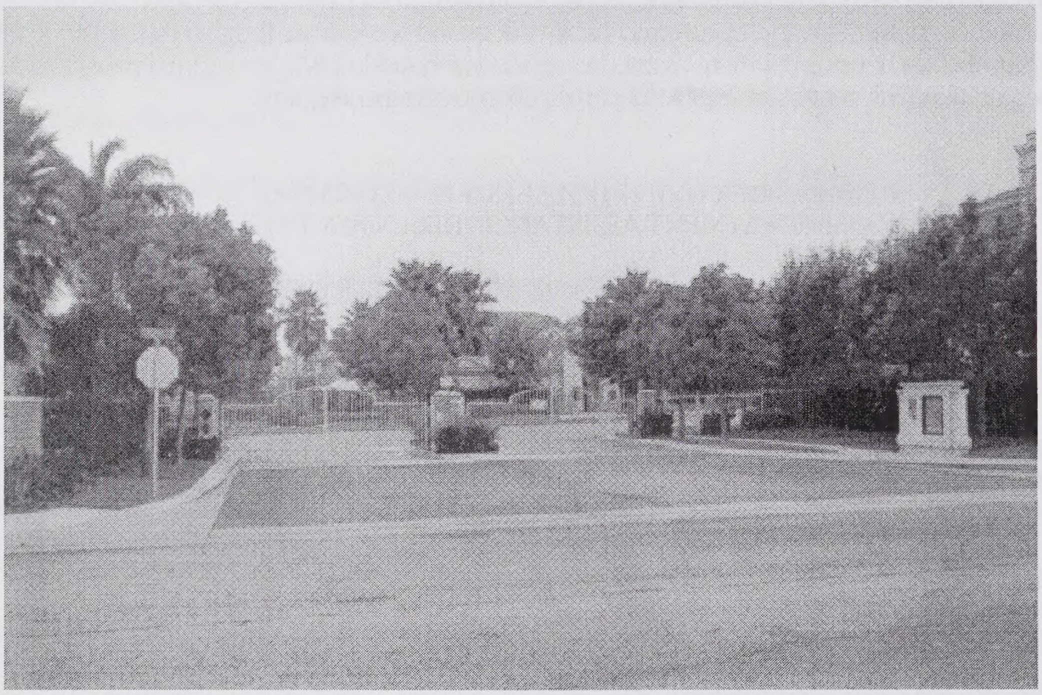
TABLE 2. **NUMBERS OF COVINA HOUSEHOLDS RECEIVING**
HOUSING PAYMENT ASSISTANCE, DECEMBER 1992

		NUMBER OF HOUSEHOLDS		
	PROGRAM	TOTAL	VERY LOW	LOW
A.	FEDERAL			
1.	HUD Section 8 (Rental Subsidy - Various Locations)	252	169[1]	83[1]
2.	HUD Section 236 (Below Market Rate - One Complex)	168	113[1]	55[1]
B.	CITY OF COVINA			
1.	Rental Subsidy	87	87	0
2.	Revenue Bond (Below Market Rate - One Complex)	44	25	19
3.	Special Developer Agreement (Below Market Rate - One Complex)	56	38[2]	18[7]
	TOTAL	607	432	175

[1] An estimate that assumes two-thirds of the program recipients are very low income. Actual data on very low/low distribution is unavailable.

[2] The apartment complex in question actually has 140 units, though 61 of the households receive rental subsidies (B1) and 23 get Section 8 assistance (A1). To avoid duplication, these "crossover" households have not been considered here.

Of the above 607 presently-assisted households, 88 (14.5%) have been added since 1988 (the date of which Table 1 applies). Although many Covina lower income households, then, receive rental assistance, current subsidy programs do not meet RHNA existing needs. Consideration of this deficiency therefore is warranted.



PICTURE 1. MAIN ENTRANCE TO COVINA CLASSICS SINGLE-FAMILY DETACHED AND ATTACHED HOUSING DEVELOPMENT, NEAR BARRANCA AVENUE AND CIENEGA STREET. SOME OF THE NEWER HOUSING PROJECTS IN THE COMMUNITY ARE GATED SUBDIVISIONS.

III. HOUSING GOAL, OBJECTIVES, AND POLICIES

A. General

The goal and the objectives and policies together are important in the Housing Element process because they function as a bridge between where the community is (based on an assessment, which is discussed in Section II above and clarified in the Housing Study) and what type of city it wishes to become (based on programs, which are presented in Section VII). In other words, the housing goal and objectives and policies form the basis for making topical decisions and for developing viable programs to address housing issues and needs. According to the State general plan development guidelines, a goal is a general expression of an ideal future condition or state toward which the community wishes to advance. An objective, on the other hand, is similar to a goal but more specific in focus. Several objectives generally "branch off" or clarify the state or direction to which the goal leads. Lastly, a policy is a statement that is based on one or more objectives and most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall. . ." and are worded in plain English.

In applying goals, objectives, and policies to the Covina Housing Element, one goal and five objectives are utilized as the overall framework and are each expanded upon and clarified with policies. The five objectives are structured around different housing topics. The first topic pertains to the quantity and type of future dwelling units. The second group focuses on future housing from a spatial distribution standpoint. Topic area number three deals with community image, appearance, and building adequacy. The fourth policy area pertains to accommodating demographic shifts and regional planning mandates. The fifth and final subject group focuses on housing needs. For simplicity, the objective framework is somewhat based on Section "K" of the Housing Study, which summarized Covina's key housing issues. It must be noted that the objectives are not mutually exclusive and that they are fairly specific to provide the City with what are believed best starting points for effective policy and program development and, therefore, Housing Element implementation as well.

The policies, which are also patterned after the above noted Section "K" issues as well as other Housing Study topics, are varied and broad so as to give the City ample flexibility in decision-making and programmatic activities and, in the course of reviewing various projects, to facilitate the making of General Plan consistency/conformity findings. Because the five objectives are not mutually exclusive, in some cases a single policy or part of a policy may apply to more than one topical area. It is believed that this objective-policy framework best addresses Covina's housing situation and needs. The Housing Element goal, objectives, and policies are all applied on a citywide basis, unless otherwise stated.

B. Goal, Objectives, and Policies

The Covina Housing Element goal is:

> A Housing Element that accurately reflects Covina's early 1990s housing-related situation, resources, and needs and establishes a clear, unambiguous, and locally acceptable policy orientation and program framework so that community decisions and actions will affectively, viably, and efficiently address Covina housing issues, needs, and problems.

The five Housing Element objectives are:

A. Area 1 - The provision of various types of dwelling units, at reasonable quantities, that are suitable for all economic segments.

B. Area 2 - An adequate siting of, distribution of, and compatibility of various dwelling unit types among themselves and between residential and nonresidential uses.

C. Area 3 - A community that maintains a high quality of life, a good image and small-town atmosphere, and an attractive appearance both citywide and in terms of its individual buildings and that maintains and preserves the affordable housing stock, with all residential structures being legal, safe, and functional and all residential grounds being maintained.

D. Area 4 - A climate where persons and households of all types and backgrounds are accommodated, where demographic, social, economic, income, and employment changes and problems are acknowledged and handled to the greatest extent feasible, and where an adequate balance is achieved between housing construction and rehabilitation and preservation obligations and economic development necessities and regional planning requirements.

E. Area 5 - A climate where all housing needs, particularly lower income needs, are acknowledged and where such needs are addressed to the greatest extent possible though viable and cost-effective programs and strategies.

Again, the above goal and objectives best address Covina's housing situation and provide a logical framework for the presentation of policies and the establishment of programs. To clarify and bolster the correlation between Element policies and programs, thus facilitating overall implementation, the policies' respective primary "implementing" housing programs are listed by program number. The programs/implementation measures are described in detail in Section VII. The below policies are presented in no particular order.

A. Housing Topic Area 1

1. Objective:

The provision of various types of dwelling units, at reasonable quantities, that are suitable for all economic segments.

2. Policies:

The City shall:

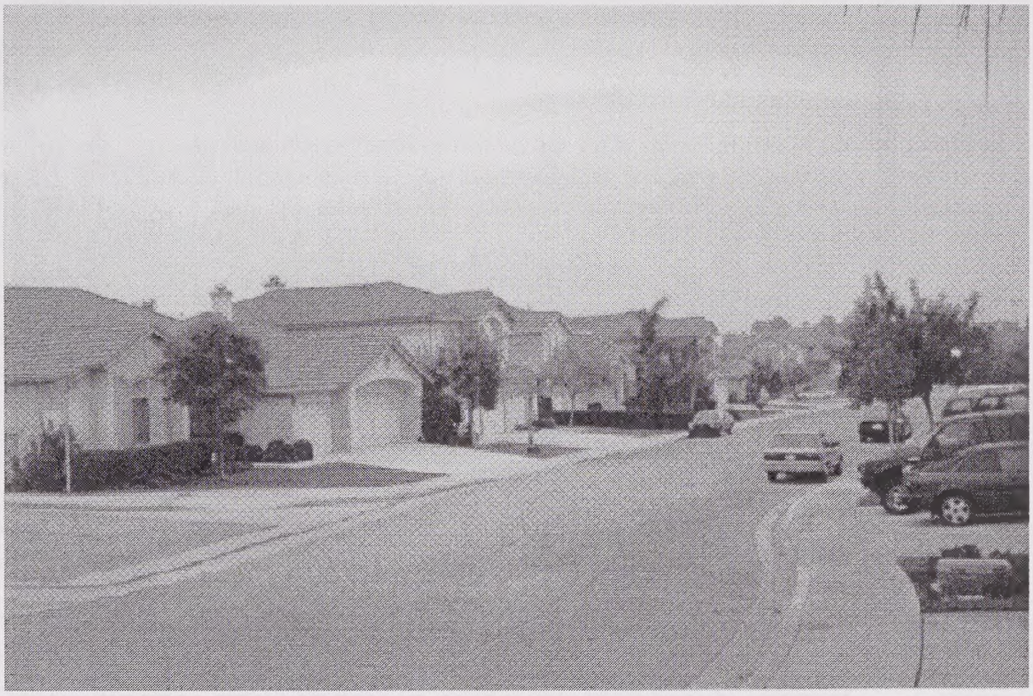
a. Maintain and/or accommodate development of a variety of housing types, including single-family detached houses, condominiums/townhomes, apartments, and mobile homes, second units/granny flats, and mixed uses, to suit all economic segments and as a means of addressing the City's regional housing obligations to the greatest extent possible. (A 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13; C 1, 2, 3; D 4, 5, 6, 7, 8, 14)

b. Maintain and consider to reasonably facilitate development of dwelling units particularly suitable for lower and moderate income residents, such as medium and high density apartments, condominiums/townhouses, second units, and mixed uses, to ensure lower and moderate income household accommodation. (A 2, 3, 4, 6, 7, 8; B 2, 3, 4, 5, 6, 7, 8, 12, 13; C 1, 2, 3; D 2, 5, 6, 7, 12, 14)

c. Meet its designated regional/SCAG "future construction needs" targets to the greatest extent possible, both during the initial five-year RHNA timeframe and the two-year period (July 1994 to June 1996) between the end of the current RHNA process and the beginning of the new general Housing Element period. (A 2, 3, 4, 5, 6, 7, 8; B 2, 3, 4, 5, 6, 8, 12; D 5, 6, 7, 14)

d. Maintain to the greatest extent practical areas zoned/designated for medium and high density residential facilities and for mobile homes. (B 6, 7, 9, 13; D 6, 7)

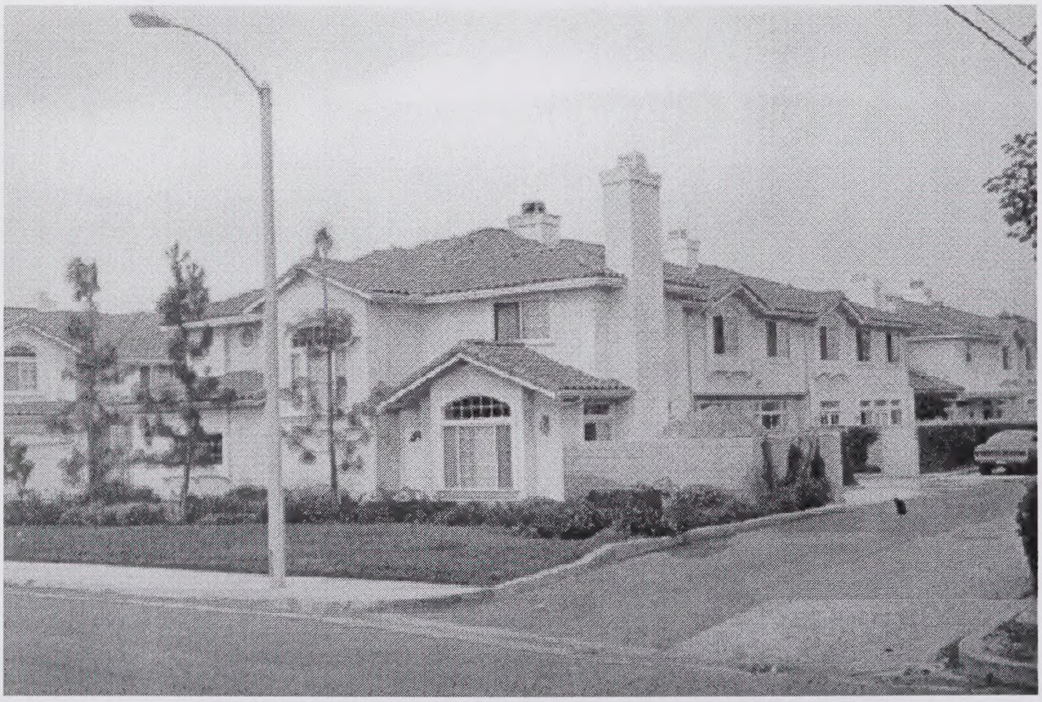
e. Ensure that the rate and amount of new residential growth can be accommodated in light of Covina physical and economic constraints and that growth can be provided adequate public services, facilities, and infrastructure. (B 5, 13, 14; D 14, 15, 16, 17, 19)



PICTURE 2. THE COVINA HEIGHTS SUBDIVISION, NEAR GLENDORA AVENUE AND BADILLO STREET. THE GENERAL PLAN ENCOURAGES THE CONSTRUCTION OF SINGLE-FAMILY DETACHED HOUSING ON SURPLUS INSTITUTIONAL PROPERTIES, AS WAS THE CASE WITH THIS DEVELOPMENT.

PICTURE 3. TOWNHOUSE COMPLEX, AT GLENDORA AVENUE AND COVINA BOULEVARD. TOWNHOUSES AND SIMILAR ATTACHED HOUSING PROVIDE AN ALTERNATIVE TO--AND OFTEN TIMES MORE AFFORDABLE DWELLING UNIT TYPE THAN--CONVENTIONAL DETACHED HOUSES, AND THEREFORE SUCH FACILITIES ARE WELCOME IN THE COMMUNITY, WHERE PERMITTED.

PICTURE 4. NEWER APARTMENT COMPLEX, ON SUNFLOWER AVENUE JUST SOUTH OF CIENEGA STREET. THE HOUSING ELEMENT PROMOTES APARTMENT DEVELOPMENT, WHERE PERMITTED, TO MEET THE HOUSING NEEDS OF ALL ECONOMIC SEGMENTS.



PICTURE 5. MODERN TOWNHOUSE COMPLEX IN DOWNTOWN, NEAR HOLLENBECK AVENUE AND BADILLO STREET. THE DOWNTOWN IS ONE OF A FEW DISTRICTS AROUND THE COMMUNITY WHERE UPPER DENSITY HOUSING OF VARIOUS TYPES IS PERMITTED, AND SUCH HOUSING IS TYPICALLY CONSTRUCTED ON PROPERTIES THAT PREVIOUSLY HAD OLDER, UNDERUTILIZED SINGLE-FAMILY DETACHED RESIDENCES.

f. Consider the impacts of residential growth on the City's needs and obligations to bolster the local economy/ business base and local employment opportunities and to implement various regional planning mandates. (D 3, 14, 16, 17, 19)

g. Permit and facilitate maximum feasible residential infill development or development of vacant and underutilized parcels through existing Zoning provisions and new appropriate procedures as a means of providing a mix of housing for all economic segments and of meeting regional housing needs targets. (B 1, 2, 3, 4, 5, 6, 7, 8, 13; D 6, 7)

h. Consider development applications utilizing the Covina Zoning Ordinance Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) to facilitate residential development. (B 5, 6, 7; D 6, 9)

i. Consider new programs and procedures, including new dwelling unit types, that will facilitate the construction of affordable housing. (A 2, 3, 4, 6, 7, 8; B 1, 2, 3, 4, 15; D 6, 7, 8, 9, 10, 11)

j. Attempt to incorporate the new Metrolink Commuter Train Station and the downtown revitalization project into housing decisions. (B 2, 3, 4, 5, 7; D 9)

k. Follow all General Plan and Zoning density and development standards, except where community goals, objectives, and policies are best furthered. (B 2, 3, 4, 5, 8, 13)

l. Monitor the City's successes in meeting its housing needs or in constructing, maintaining, and improving housing units, particularly during the two-year (July 1994 to June 1996) "gap" period and so that future Housing Elements are based on sufficient information. (D 6, 7, 14, 16, 19)

m. Encourage that residential developments incorporate areas or facilities to accommodate State and regional agency mandated environmental programs, including, but not limited to, on-site storage areas for collecting recyclable materials and telecommuting rooms. (B 8, 14; D 14, 17, 19)

B. Housing Topic Area 2

1. Objective:

An adequate siting of, distribution of, and compatibility of various dwelling unit types among themselves and between residential and nonresidential uses.

2. Policies:

The City shall:

a. Maintain the current general land use distribution or pattern regarding all housing unit categories. (B 6, 7, 13; D 14)

b. Accommodate new housing of various types and densities that reflect the use, scale, and character of existing and/or planned residential uses in the surrounding area. (B 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 12, 13; D 6, 7, 15)

c. Protect single-family detached neighborhoods from medium or high density or nonresidential use encroachments. (B 8, 12, 13) d Notwithstanding objectives and policies to minimize land use conflicts, consider mixed use housing as appropriate in and around the downtown to bolster existing downtown revitalization efforts and best exploit Metrolink Commuter Train Station impacts. (B 2, 3, 4, 5, 6, 7, 8)

e. Ensure the adequacy of future low income housing sites, particularly for seniors, in terms of accessibility to services, shopping, transportation, and needed facilities. (B 12, 13; D 6, 7, 14)

f. Monitor and best capitalize on possible land use intensification and other pressures associated with the new Metrolink Commuter Train Station. (B 4, 13; D 3, 14, 15)

g. Follow all General Plan and Zoning density and development standards and design guidelines, except where community goals, objectives, and policies are best furthered. (B 2, 3, 4, 5, 8, 13)

h. Permit only single-family detached units to be developed on large, underutilized single-family properties to ensure land use compatibility. (B 7, 8, 13; D 6)

i. Acknowledge and monitor sites identified as potentially suitable for affordable housing, in accordance with the regional housing needs accommodation process. (B 6, 7; D 6, 7)

j. Encourage consolidation of substandard-width lots for apartments, condominiums/townhomes, and mixed use projects as a means of facilitating code compliance. (B 5, 7, 8, 13)

k. Consider development applications utilizing the Covina Zoning Ordinance Planned Community Development (PCD) process (which allows for modifications in development standards if certain conditions are met) to facilitate residential development. (B 5, 6, 7; D 6, 9)

l. Monitor, review, and, where appropriate, streamline the housing application review process as a means of lessening development constraints. (B 15; D 14, 19)

C. Housing Topic Area 3

1. Objective:

A community that maintains a high quality of life, a good image and small-town atmosphere, and an attractive appearance both citywide and in terms of its individual buildings and that maintains and preserves the affordable housing stock, with all residential structures being legal, safe, and functional and all residential grounds being maintained.

2 Policies:

The City shall:

a. Preserve the predominantly low-rise, low to medium density character of Covina's neighborhoods. (B 8, 13; D 2, 14)

b. Maintain and, where possible, enhance Covina's attractive appearance, positive image, and small town character. (B 8, 13; C 2, 3, 4; D 1, 3, 14, 15, 16, 20; E 1, 4)

c. Preserve the very low density, rural character and sensitive environmental resources of Covina Hills by minimizing grading, limiting development around Walnut Creek, and maintaining the large-lot and other Zoning requirements for the area. (B 8, 13; D 14, 15, 20)

PICTURE 6. TYPICAL NEIGHBORHOOD OF ESTABLISHED SINGLE-FAMILY DETACHED HOUSES, NEAR BARRANCA AVENUE AND COVINA BOULEVARD. HOUSING POLICY SEEKS TO PRESERVE THIS TYPE OF DWELLING UNIT, WHICH PERVADES IN THE COMMUNITY AND BEST DEFINES COVINA'S LOW-RISE CHARACTER.

PICTURE 7. BORDER AREA BETWEEN RESIDENTIAL AND NONRESIDENTIAL ACTIVITIES, NEAR CITRUS AVENUE AND ARROW HIGHWAY. THE PICTURE SHOWS HOW THE APPLICATION OF APPROPRIATE DESIGN PRINCIPLES AT THE PERIPHERY OF A COMMERCIAL DEVELOPMENT CAN RESULT IN A FAVORABLE RELATION TO AN ADJACENT RESIDENTIAL SUBDIVISION.

PICTURE 8. NEWER APARTMENT BUILDING IN DOWNTOWN, NEAR CITRUS AVENUE AND BADILLO STREET. THE HOUSING ELEMENT CALLS FOR ALL STRUCTURES TO REPRESENT PRINCIPLES OF HIGH QUALITY DESIGN, AS ILLUSTRATED HERE.

PICTURE 9. SMITH FAMILY TRUST BUILDING ON CITRUS AVENUE IN DOWNTOWN. THE RECENTLY REFURBISHED MIXED USE BUILDING, WHICH CONSTITUTES A KEY PART OF COVINA'S DOWNTOWN REVITALIZATION ACTIVITIES, CONTAINS SENIOR CITIZEN APARTMENTS ON TOP OF RETAIL USES AND DEPICTS A VIABLE ALTERNATIVE FORM OF HOUSING THAT THE GENERAL PLAN PROMOTES.

d. Maintain development and site design standards, architectural and landscaping guidelines, and amenity requirements for all housing types to ensure attractive, functional, and high quality building construction and additions. (B 5, 8, 13)

e. Permit exceptions in development standards and design guidelines only where appropriate, such as in a Planned Community Development (PCD) project and/or where community goals, objectives, and policies are best furthered. (B 1, 2, 3, 4, 5, 8, 13; D 14)

f. Preserve and maintain the structural integrity of Covina's aging housing stock, particularly deteriorating medium and high density complexes, and abate any dilapidated buildings. (C 1, 2, 3; D 14; E 1, 4)

g. Deal with the proliferation of overcrowding regarding all dwelling unit types through such measures as Code Enforcement and appropriate analyses. (D 2, 14; E 1)

h. Deal with and abate serious private property maintenance problems and the increasing incidence of illegally constructed dwelling units through administering appropriate local ordinances or Covina's Code Enforcement program. (A 6, 7, 8; C 2, 3; D 14, 19)

i. Continue with and, if possible, expand the Covina housing rehabilitation program to cover more single-family houses and perhaps multiple-family structures. (C 1; D 10; E 4)

j. Maintain and continue to enforce the chief housing code enforcement ordinances, Real Property Maintenance and Abatement of Real Property Nuisances, so as to abate as many private property, structural, maintenance, and other housing-related problems/nuisances as possible. (C 2; D 14, 19; E 1)

k. Expand the scope of its housing-related Code Enforcement program by adopting additional ordinances and related measures and procedures and by achieving greater inter-departmental coordination to address and abate as great a number of housing-related nuisances and problems as possible. (C 3; D 2, 14, 19; E 1)

l. Educate the public, including local residential property owners and tenants, on the importance of maintaining building structures and keeping up property grounds. (E 1, 3, 4)

m. Ensure that the overall amount, locations, and timing of development reflect community desires and needs as well as physical and environmental constraints and will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, adequate community services, and a sufficient number of public schools. (B 13, 14; D 14, 15, 16, 17, 19, 20)

n. Accommodate in single-family neighborhoods, with reasonable standards, small child care centers, small group houses, and other uses that are mandated by the State and are necessary to address changing social and societal needs. (D 14, 17)

o. Address its park/open space deficiency and mitigate the problem to the greatest extent possible. (D 14, 15)

p. Ensure that State noise insulation standards for applicable apartments and condominiums/townhomes are met. (B 14; D 14)

q. Regard the preservation and rehabilitation of the housing stock as a cost-effective approach in addressing housing needs. (A 6, 7, 8; C 1, 2, 3, 4; D 4, 5, 8, 9, 10, 12, 14, 19; E 1, 4)

r. When dealing with code enforcement matters, attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare. (B 8, 14; C 2, 3; D 14, 19)

s. Abate all graffiti to the maximum extent utilizing existing and, if necessary, expanded resources. (C 4; D 19)

t. Preserve residential districts and buildings in the community that are deemed architecturally and/or historically significant. (D 19, 20)

u. Maintain various non-Planning Division housing-related Codes, including, but not limited to, Building, Housing, and Energy. (B 14, D 19)

v. Monitor and, where possible, review City constraints on the maintenance and improvement of housing. (B 15; D 14)

w. Consider to utilize additional incentives and/or begin new programs with sufficient funding support to handle or abate old, deteriorating apartments, such as outright purchases, and to build low-cost housing units, such as through density bonuses and/or development standard reductions. (A 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 13; C 3; D 9, 10, 14)

x. Where necessary and/or appropriate, consider abatement of Zoning Ordinance-defined major or "detrimental" nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas) to promote land use compatibility, physical betterment, and/or economic development, and maintain or improve those Zoning Ordinance-defined minor or "nondetrimental" nonconforming residential properties (i.e., those that generally are in established residential areas) to preserve affordable housing units. (B 13; D 3, 14, 16, 17)

y. Develop a downtown area "urban village" concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best complement existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, and to provide more medium and/or high density housing. (A 4, 6, 7, 8; B 2, 3, 4, 5, 7; D 9, 10, 14, 17)

D. Housing Topic Area 4

1. Objective:

A climate where persons and households of all types and backgrounds are accommodated, where demographic, social, economic, income, and employment changes and problems are acknowledged and handled to the greatest extent feasible, and where an adequate balance is achieved between housing construction and rehabilitation and preservation obligations and economic development necessities and regional planning requirements.

2. Policies:

The City shall:

a. Deal with the increasing incidence of lower income households, particularly renters, paying disproportionately high percentages of their incomes on housing, as well as overall poverty, to the greatest extent possible through viable programs. (A 1, 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 9, 10, 15; D 1, 4, 5, 6, 7, 11, 12, 14; E 2, 5)

b. Address the housing needs of its senior citizen population to the greatest extent possible through rental subsidies, property rehabilitation assistance, special standards pertaining to new housing projects, and other appropriate actions and programs. (A 1, 2, 3, 4, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8; D 1, 4, 5, 6, 7, 8, 10, 14; E 2, 4, 5)

c. Deal with increasing household sizes and overcrowding that are brought on primarily by demographic/cultural factors and/or the combination of declining wages and increasing housing costs through code enforcement and any other feasible, legal means. (C 2, 3; D 2, 14)

PICTURE 10. MOBILE HOME PARK, ON CITRUS AVENUE JUST SOUTH OF ARROW HIGHWAY. BECAUSE MOBILE HOMES PROVIDE AN IMPORTANT SOURCE OF AFFORDABLE HOUSING IN COVINA, THE HOUSING ELEMENT SUPPORTS THEIR CONTINUATION.

PICTURE 11. VILLAGE GREEN SENIOR CITIZEN APARTMENT COMPLEX, ON COVINA BOULEVARD JUST EAST OF CITRUS AVENUE. VILLAGE GREEN WAS DEVELOPED WITH COVINA REDEVELOPMENT AGENCY ASSISTANCE AND PROVIDES QUALITY HOUSING FOR MANY LOWER INCOME SENIOR HOUSEHOLDS.

PICTURE 12. MIXED USE BUILDING ON BADILLO STREET IN DOWNTOWN. BY ESTABLISHING A FRAMEWORK FOR AND GUIDING THE PROPERTY OWNER IN REMODELING THE STRUCTURE, THE CITY HAS BEEN ABLE TO CONSERVE A GREAT NUMBER OF LOWER PRICED APARTMENTS, A CENTRAL PURPOSE OF THE HOUSING ELEMENT PROCESS.

PICTURE 13. APARTMENT BUILDINGS IN PROSPERO PARK NEIGHBORHOOD, NEAR BARRANCA AVENUE AND SAN BERNARDINO ROAD. HOUSING ELEMENT OBJECTIVES AND POLICIES PERTAINING TO NUISANCE ABATEMENT AND AFFORDABLE HOUSING PRESERVATION HAVE BEEN BEST FURTHERED IN THIS AREA, WHERE THE CITY HAS ACTIVELY WORKED WITH PROPERTY OWNERS TO ADDRESS VARIOUS PHYSICAL AS WELL AS SOCIAL PROBLEMS TO IMPROVE THE OVERALL LIVING ENVIRONMENT.

d Monitor the City's homeless population, accommodate homeless facilities, in accordance with State law, and assist homeless persons in locating nearby shelters. (B 8, 11, 14; D 18, 19; E 3)

e. Monitor the City's disabled population to note any major changes or increases and, in accordance with the State Building Code and other applicable laws, continue addressing the needs of handicapped persons, particularly those that are seniors. (B 1, 8, 9, 12, 14; D 1, 4, 5, 8, 14, 16, 19; E 2, 5)

f. Recognize the impacts that economic and market demand pressures and issues, changing employment factors, and commuting patterns are having on Covina's housing when making major housing development or rehabilitation decisions. (C 2, 3; D 14, 16, 17, 19)

g. Recognize in the decision-making process that the commingling of rising housing prices and rental rates and major changes in the structure of southern California's economy are a major force behind the increasing incidence of lower income renter and owner housing overpayment. (D 14, 16, 17)

h. Address the increasing difficulty of first-time home buying families to purchase a residence in Covina through attempting to initiate an appropriate programmatic response. (A 5)

i. Balance the City's obligation to provide more housing with the need to recognize the importance of local economic development and employment enhancement through maintaining as high a jobs-to-housing ratio as feasible and through keeping and attracting high sales tax producing businesses. (D 14, 16, 17)

j. Incorporate into the City's housing activities and processes various regional planning measures to reduce traffic congestion, air pollution, waste generation, and other problems. (D 14, 15, 16, 17, 19)

k. Continue to promote State and Federal fair housing laws. (D 12; E 5)

l. Accommodate in single-family neighborhoods, with reasonable standards, small child care centers, small group houses, and other uses that are mandated by the State and that are necessary to address changing social and societal needs. (B 8, 14; D 14, 17, 19)

m Monitor the continuation of affordability controls in and, if necessary, attempt to maintain below market rate restrictions in lower income housing complexes. (D 4, 10, 11, 14)

n. If necessary, attempt to preserve affordability restrictions of the 44 Shadow Hills Apartments lower income housing units through appropriate procedures. (D 5, 10, 11, 14)

E. Housing Topic Area 5

1. Objective:

A climate where all housing needs, particularly lower income needs, are acknowledged and where such needs are addressed to the greatest extent possible through viable and cost-effective programs and strategies.

2 **Policies:**

The City shall:

a Utilize and attempt to expand on existing, and, where warranted and possible, develop appropriate, viable new City housing programs as described in the Programs/Implementation Measures section to address the following needs: (A 1, 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 15; C 1; D 1, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14, 18; E 1, 2, 3, 4, 5)

1) Lower, particularly very low, income senior households overpaying for housing or rent.

2) Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1-4 persons) are a greater need than large households (5 or more persons).

3) Lower, especially very low, income handicapped persons, particular seniors, overpaying for housing.

4) Lower and moderate income potential first-time home buyers.

5) Lower, particularly very low, income homeowner households of all ages seeking property rehabilitation assistance.

6) Homeless persons.

b Pay particular attention to mitigating and/or abating appearance, structural, and/or property maintenance problems associated with aging houses and apartments through effective code enforcement and any other viable programmatic efforts. (A 3, 4, 5, 6, 7, 8; B 3, 4, 13; C 1, 2, 3; D 2, 9, 10, 11, 14, 19; E 1, 4)

c Continue with and, where possible, expand existing housing programs, such as rent subsidy, property rehabilitation, and developer assistance measures, to address lower income housing needs to the greatest extent possible. (A 1, 3, 4, 7; B 4, 5, 6, 7, 8, 9, 10, 12; C 1, 2; D 1, 12, 19; E 1, 4, 5)

d Enact new housing programs, including, but not limited to, second unit/granny flat, density bonus, special density computation, and construction and/or rehabilitation funding mechanisms, that best further established and new goals and objectives and that afford the maximum lower income household and housing unit benefits with the minimum City and/or Redevelopment Agency costs. (A 2, 3, 4, 5, 6, 7, 8; B 1, 2, 3, 4, 5, 6, 7, 8; C 3; D 4, 5, 6, 7, 9, 10, 11, 14, 18, 19; E 2, 3)

e Regard the preservation and rehabilitation of the housing stock as a cost-effective approach in addressing housing needs. (A 6, 7, 8; B 8, 14; C 1, 2, 3; D 4, 5, 8, 9, 10, 14, 19; E 1, 4, 5)

f Achieve effective Covina City inter-departmental coordination in implementing and monitoring the effectiveness of housing programs, particularly regarding Code Enforcement activities. (B 8, 14; C 1, 2, 3, 4; D 2, 8, 14, 15, 16, 17, 19; E 1, 4, 5)

g Prioritize housing needs in a manner that best suits local conditions and, from time to time, monitor the needs or review the prioritization and, if necessary, make adjustments as appropriate to reflect changing population structures. (D 14, 19)

h Monitor implementation of the overall revised Housing Element to identify deficiencies or to ensure that identified housing needs are being fulfilled to the greatest extent possible and to facilitate accommodating future regional housing needs and other matters relating to an updated Element. (D 8, 14, 19)

IV. PROPOSED LAND USE PLAN RELATING TO HOUSING

The overall land use development framework for the Housing Element, as stated in Section VIII (Relation to and Consistency With Other General Plan Elements), is structured around the Land Use Plan of the Land Use Element. Illustrated below are the dwelling unit build-out and maximum household population absorption figures of the Land Use and Housing Elements, which are derived from the product of the revised General Plan's three residential land use category density limits and their respective numbers of acres. It must be noted that the dwelling unit and population maximums are theoretical capacities. The actual/probable build-out numbers, which would depend on various factors, such as the extent of General Plan implementation, annexations, market demand, community image and vitality, and future social and economic conditions, are not known but, based on generally accepted planning methodology and regionwide trends, typically are around 80% of capacity. Also, the below build-out projections do not consider potential additional growth that could occur relating to mixed use developments, projects with density bonuses, and second units or granny flats. For clarification on build-out matters, refer to Section "E7" of the background Housing Element Study and Section "K" of the Land Use Study.

TABLE 3. COVINA GENERAL PLAN BUILD-OUT FIGURES

LAND USE CATEGORY	ACRES	UNITS	HOUSEHOLD POPULATION
	CITY / INCORPORATED		
RESIDENTIAL	Total - 2241.4	17905	49149
1. Low	1805.8	9889	27145
2. Medium	196	2744	7532
3. High	239.6	5272	14472
	COUNTY / UNINCORPORATED		
RESIDENTIAL	Total - 1408.4	8053	22105
1. Low	1285	5899	16193
2. Medium	70.2	983	2698
3. High	53.2	1171	3214
	PLANNING AREA / TOTAL		
RESIDENTIAL	Total - 3649.8	25958	71254
1. Low	3090.8	15788	43338
2. Medium	266.2	3727	10230
3. High	292.8	6443	17686

NOTES:

1. Densities are: 0-6.0, 6.1-14.0, and 14.1-22.0 dwelling units per net acre. These categories and density ranges were established in the Land Use Element formulation process and were based on a synthesis of resident, City Council, and Planning Commission input obtained during citizen participation activities. Generally, Covinans believed that the City's maximum density limit should be 22 units per acre to best achieve desired community goals and objectives while acknowledging regional housing obligations. It should be noted that all low density residential maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
2. Residential acres consist only of properties expected to be residential in future.
3. Population estimates based on State Finance Department 2.745 person per household figure.

4. Incorporated and unincorporated boundaries based on 1992 City and Sphere of Influence limits.
5. Refer to appropriate sections in Land Use and Housing Studies for clarification on Notes 1-4 above.
6. The population figures are household counts (residing in regular dwelling units) only, they not being inclusive of persons residing in group quarters facilities. Pertaining to the proposed build-out scenario, for example, the projected group quarters (e.g., nursing home) population is 666. Thus, the actual total theoretical population projection at build-out could be interpreted as 49,815.

Therefore, the proposed theoretical dwelling unit and household population counts of the Housing Element and entire General Plan (based on current City boundaries) are 17,905 units and 49,149 persons. As stated in the Housing Study, in 1992 Covina City's dwelling unit count was 16,020, meaning that a theoretical housing growth rate of 11.8% could occur, and the household population was 42,863, which indicates a potential 14.7% increase. But at 80% of capacity, the above-noted "probable" development factor, the maximum number of dwelling units and household residents at Plan timeframe completion would be, respectively, 17,528 (a 9.4% increase) and 48,114 (a 12.3% increase).

In addition, considering the entire Planning Area (or, all now-unincorporated territories that could possibly be annexed into the City in the future), potential theoretical dwelling unit and population increases of, respectively, 16.8% and 18.2%, could be realized (again, exclusive of the "80%" factor). The "theoretical" numbers presented in this section are noteworthy and important because, as stated above, they serve as both an overall physical development framework of and, at least to a certain extent, a constraining factor in Covina's housing program. Therefore, these figures are incorporated into all areas of the Housing Element process, such as in the Section VI-described identification and analysis of potential lower income housing sites, a particular State requirement.

PICTURE 14. OFFICE BUILDINGS IN VILLAGE OAKS OFFICE PARK, NEAR HOLT AVENUE AND SAN BERNARDINO FREEWAY. BESIDES HAVING VARIOUS DWELLING UNIT TYPES, COVINA POSSESSES MANY EMPLOYMENT FACILITIES AND ACTUALLY HAS ABOUT THE SAME DAYTIME AND NIGHTTIME ADULT POPULATIONS.

V. QUANTIFIED CONSTRUCTION, REHABILITATION, AND CONSERVATION OBJECTIVES

A. GENERAL

A housing element's programs, the key section, is structured around the community's construction, rehabilitation, and conservation objectives, each of which must be quantified by income category, for the applicable five-year regional housing needs planning period. This period now runs from July 1989 through June 1994. The quantified objectives are based on a local government's housing and related issues, resources, needs, and constraints, and the quantified objectives must state the maximum numbers of dwelling units, by income category, that a community can construct, rehabilitate, and conserve.

Typically, the regional housing needs timeframe runs conterminously with the general five-year housing element period. However, as described in the accompanying Covina Housing Study and as mentioned briefly above, in October 1993, the Governor signed legislation that extended the current element timeframe two years to June 1996 because funding for the revised State-computed regional housing needs or Regional Housing Needs Assessment (RHNA) program was unavailable. The legislation, however, did not affect the current RHNA figures, which expires on June 30, 1994. A two-year "gap" period, during which time the State encourages cities to address any unmet housing needs and/or underutilized or dormant policies or programs, was thus created. Because the City of Covina was informed of this two-year extension after its Housing Element had been prepared and after the City had begun public review, the community's initial/underlying 1989-94 Element timeframe has not been changed. However, in recognition of the intent of the subject legislation, the City acknowledges the existence of the 1994 to 1996 housing element "gap" period and will, accordingly, continue implementing and monitoring this adopted document, including, for example, addressing any unmet needs or outstanding problems.

B. QUANTIFIED CONSTRUCTION OBJECTIVES

In the case of construction objectives, a City or County must plan to have built or absorb its maximum share of "future regional housing needs" pertaining to the Southern California Association of Government's (SCAG's) Regional Housing Needs Assessment (RHNA), which constitutes the chief housing needs policy and program document that southern California communities must incorporate into their housing elements. The RHNA "future housing needs" are numbers of income level-specific dwelling units that a community must attempt to accommodate and/or develop through, respectively, private or public action over the five year RHNA/housing element period to account for population growth, to adjust for demolitions, and to maintain a healthy vacancy rate. According to California housing element law, local government recognition of RHNA future needs is essential for State and regional as well as local housing goals and policies to be fulfilled.

Ideally, a community's quantified construction objectives should equal the above-noted RHNA "future housing needs" numbers. The RHNA "future housing needs" for Covina are presented in Table 4.

TABLE 4. COVINA RHNA "FUTURE HOUSING NEEDS"

INCOME CATEGORY	NUMBER OF UNITS
1. Very Low	150
2. Low	191
3. Moderate	173
4. Upper	462
TOTAL	976

Considering that the present Housing Element process, as of this writing, is almost four-fifths over, the City believes it is appropriate to base its quantified objectives on development activity that will have occurred during the first four years of the current five-year planning period (by June 1993). The Covina quantified construction objectives are thus listed as follows:

TABLE 5. COVINA QUANTIFIED CONSTRUCTION OBJECTIVES

	INCOME CATEGORY	NUMBER OF UNITS
1.	Very Low	0[1]
2.	Low	0[1]
3.	Moderate	197
4.	Upper	188
	TOTAL	385

[1] Objectives are zero because table represents already-occurred activities. See text and Housing Study for explanation.

Table 5 indicates that very low and low income dwelling units have not been built in Covina between July 1989 and June 1993. This has occurred primarily because of physical constraints, City funding limitations and policy commitments, a lack of private sector construction of affordable housing, and the current national economic downturn, which has had a negative impact on a variety of forces pertaining to potential housing development. What has occurred, then, considering all three deficient categories, is that "needs" have exceeded "resources," a situation that, according to State housing element law, the City may accept without penalty but must address through a below-described, State-required identification and analysis of potential lower income housing sites. The State's primary concern here is with very low and low income deficiencies (as opposed to the two higher categories). Again, refer to the Housing Element Study (Section "D3a") for clarification on Table 5 and related numbers.

If a local government's quantified construction objectives are below the RHNA "future needs" targets, as thus is the case with Covina, then the community must identify sites in which various dwelling unit types, at income-category specified quantities, could be constructed that would, at least theoretically, resolve the deficiencies. This site identification process, which is covered in Section VI below, is intended to serve as another avenue for cities to address State and regional housing goals when local constraints and resources preclude complete fulfillment of the RHNA future housing needs figures.

Although the City's construction activity will not be able to initially fulfill this RHNA "base" requirement, from July 1989 to June 1993, as described in Section "I" of the Housing Study, the City did administer three effective programs, Rent Subsidy, Rehabilitation, and Code Enforcement, and several measures aimed at accommodating upper density housing development and, in 1986 and '87, assisted developers in constructing two lower income complexes, equating to 188 dwellings. Also, over 400 lower income households received rental subsidies through two Federal programs. Moreover, as stated in Chapter VI below and in Sections "E" and "F" of the Study, during the early 1990s, lower income housing overpayment appears to have been somewhat mitigated by a documented stabilizing of rents and rise in median family income. Lastly, it must be emphasized that the revised Housing Element is a viable housing blueprint, considering its site identification component and many meaningful, realistic objectives, policies, and programs. When the Housing Element undergoes the State-required revision in 1996, the City will be in a better position to set actual five-year housing development targets.

C. QUANTIFIED REHABILITATION OBJECTIVES

Covina's quantified rehabilitation objectives for the current Housing Element program period are as follows:

TABLE 6. COVINA QUANTIFIED REHABILITATION OBJECTIVES

INCOME CATEGORY	NUMBER OF UNITS REHABILITATED
1. Very Low	151
2. Low	53
3. Moderate	0
4. Upper	0
TOTAL	204

The above numbers are based on what the City has accomplished between the 1989/90 and 1991/92 fiscal years and expected efforts for the 1992/93 and 1993/94 years. All of the indicated units are lower income owner-occupied single-family detached houses in various parts of the community and have been assisted through the Covina (Redevelopment Agency) Rehabilitation Program, which provides grants and loans for reroofs, structural improvements, painting, and minor housing repairs. Because of funding limitations and previous City policy to focus rehabilitation assistance on lower income households, the Covina Rehabilitation Program has not been available for (and arguably is much less needed for) moderate and upper income households. This program is discussed in detail in Section "I" of the Study and is to be continued as indicated in the below program section (Chapter VII). For the current (1992/93) and following fiscal years, present funding would permit 30 rehabilitation grants annually.

D. QUANTIFIED CONSERVATION OBJECTIVES

Conservation generally refers to a program or action that maintains the income category of dwelling units, such as Rent Subsidy or Code Enforcement. In Covina, housing units are thus conserved through:

1. City Rent Subsidy program.

2. General rental rate restrictions on two housing complexes in accordance with development agreements.

3. City Code Enforcement activity.

4. Federal Section 8 rent subsidy program.

5. Federal Section 236 reduced rental rate.

Section "I" of the background Study provides detailed information on these programs. Table 7 illustrates the numbers of conserved housing units by program type that will have been accounted for by June 1994. Income category numbers also are provided on individual program and aggregate bases.

TABLE 7. COVINA CONSERVED HOUSING UNITS BY PROGRAM TYPE AND BY INCOME CATEGORY

	INCOME CATEGORY				
PROGRAM	VERY LOW	LOW	MODERATE	UPPER	TOTAL
1. City Rent Subsidy	102	0	0	0	102
2. Project Rent Restrictions Only	44	29	0	0	73
3. Code Enforcement[1]	65	65	55	0	185
4. Section 8 Rent Subsidy	174	86	0	0	260
5. Section 236 Rental Assistance[2]	113	55	0	0	168
TOTAL/AGGREGATE	498	235	55	0	788

[1] Estimated figures. Specific code enforcement information not available.

[2] Also an approximation. Available Section 8 household listing does not identify whether participants are "very low" or "low" in status. For purposes here, however, it will be assumed that 66.7% of the City's Section 8 and Section 236 households are very low income.

For all three above quantified objective topics, refer to applicable sections in the Housing Study for additional supporting information.

VI. THEORETICAL/POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS

As stated in the previous section (Quantified Construction Objectives), because Covina's construction objectives fall short of the RHNA/regional "future housing needs" figures, the City must identify potential housing sites in which quantities of income-category specific dwelling units could be developed that would theoretically resolve the deficiencies. In other words, the City must plan to absorb any outstanding, unmet RHNA obligations. Table 8 below illustrates in what areas/income categories and to what degrees Covina's quantified construction objectives are deficient. (The table is based on Tables 4 and 5 above.)

TABLE 8. DEFICIENCIES IN COVINA QUANTIFIED OBJECTIVES

	INCOME CATEGORY				
STANDARD	VERY LOW	LOW	MODERATE	UPPER	TOTAL
RHNA/Official Regional Needs[1]	150	191	173	462	976
City Quantified Objectives	0	0	197	188	385
Difference or Deficiency	-150	-191	+24	-274	-615

[1] As described in Section V, figures are based on a SCAG criteria and represent the number of dwelling units a local government must attempt to accommodate or have added to its housing stock over the five-year applicable RHNA/regional housing needs period, currently from July 1989 to June 1994, to account for population growth, to adjust for demolitions, and to maintain a healthy vacancy rate.

Covina's quantified construction objectives are thus deficient regarding the "very low," "low," and "upper" categories. In response to these shortfalls and to best comply with State housing element law, the City has, first, identified and studied the theoretical and probable dwelling unit development potentials of currently vacant and underutilized properties that can most reasonably accommodate new or intensified housing, second, based on the probable development figures, set realistic income category-specific construction targets in relation to the three above described deficiencies and, third, stated its intention to facilitate achievement of the construction targets through adequate Zoning standards and appropriate programs.

Table 9 below illustrates the theoretical and probable development potentials on Covina's presently vacant and underutilized properties, by general dwelling unit type, that the City believes are best suited for future housing because of land use compatibility and other reasons stated in the accompanying Housing Element Study. The probable build-out scenario, as discussed in Section IV above, is based on 80% of the theoretical capacity.

TABLE 9. LISTING OF THEORETICAL AND PROBABLE DEVELOPMENT POTENTIALS FOR ALL COVINA VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/ DESIGNATED SITES

	EXPECTED DWELLING UNIT TYPE		
DEVELOPMENT STATUS	SINGLE FAMILY DETACHED (LOW DENSITY)	APARTMENT AND CONDOMINIUM OR TOWNHOUSE (MEDIUM AND HIGH DENSITY)	TOTAL
Theoretical Development Potential[1]	174	984	1,158
Probable Development Potential[2]	139	787	926

[1] Refer to Housing Study for computation specifics.
[2] Based on .80 of theoretical development potential.

Therefore, in terms of addressing outstanding regional housing obligations by identifying potential housing sites, Covina can realistically accommodate 139 additional single-family detached houses (low density residences) and 787 apartment and condominium/townhouse units (medium and high density residences). It must be noted that Table 9 figures do not consider potential additional growth from second units/granny flats, density bonuses, and mixed use developments.

The City has addressed its Table 8-noted deficiencies by establishing likely income category associations for the probable dwelling unit build-out figures. Specifically, referring again to Table 9, the City believes that the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density unit allotment, the housing unit type out of which most future more affordable residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the potential 139 additional single-family detached houses and the more expensive medium and high density complexes. For reasons of simplicity and clarity, the City has opted to meet its future regional housing obligations with figures that exactly match the deficiencies, as illustrated below:

TABLE 10. COMPARISON OF NUMBERS OF DWELLING UNITS BY INCOME CATEGORY ATTAINED THROUGH SITE IDENTIFICATION PROCESS TO DEFICIENCIES IN QUANTIFIED CONSTRUCTION OBJECTIVES

	INCOME CATEGORY				
STANDARD	VERY LOW	LOW	MODERATE	UPPER	TOTAL
Current Needs Deficiency	150	191	—	274	615
Dwelling Units Identified Through Site Identification[1]	150	191	—	274	615
Remaining Deficiency	0	0	—	0	0

[1] It is assumed that new housing programs will have to be initiated, in addition to appropriate Zoning densities, to ensure very low and low income housing development.

To ensure that the above-noted RHNA-accommodating framework can be realized, the City will have to maintain accommodating or appropriate Zoning density standards and develop viable programs, a particularly important matter when dealing with potential lower income dwellings, the most challenging to create. Covina's programmatic responses to the site identification issue are presented in the following chapter.

Covina's "future needs" deficiencies have thus been addressed according to State requirements. In other words, the above site identification and analysis process, which is expanded upon and clarified in the Housing Study (Section "F") establishes a model, of which the City is committed, for expanding its lower income resources. In addition, as previously stated, the current Housing Element runs through June 1996, two years following RHNA termination, and, during this "gap" period, the City will, accordingly, address any unmet housing needs, underutilized policies and/or programs, or outstanding issues, such as the subject potential housing site framework, and will prepare for the future Element update. Lastly, it must be stated that the above-noted RHNA/regional housing needs deficiencies appear to have been somewhat mitigated by an early 1990s increase in median income and a stabilizing of rents. Based on these two verified trends, the City determined that from 1990 to 1993 128 additional lower income households no longer pay disproportionately high percentages of their incomes on housing. Refer to Section "F" of the Housing Study for clarification.

PICTURE 15. SINGLE-FAMILY DETACHED RESIDENCES IN ADAMS PARK NEIGHBORHOOD, AT WESTERN PORTION OF DOWNTOWN. THE GENERAL PLAN CALLS FOR PRESERVING THE OLDER THOUGH ARCHITECTURALLY AND/OR HISTORICALLY SIGNIFICANT HOUSES HERE AND ELSEWHERE BECAUSE OF THEIR VALUE AS A SIGNIFICANT RESOURCE IN THE COMMUNITY.

PICTURE 16. AMC 30-PLEX MOVIE THEATRE AT COVINA TOWN SQUARE SHOPPING CENTER, AT AZUSA AVENUE AND ARROW HIGHWAY. THIS AND OTHER VIBRANT COMMERCIAL USES COMPLEMENT COVINA'S HOUSING.

VII. PROGRAMS/IMPLEMENTATION MEASURES

A. General

In order for all housing needs to be addressed and met to the greatest extent possible and in order for the applicable goal and the objectives and policies to be realized, the following housing programs/implementation measures shall be considered. These measures thus serve as a key implementation mechanism for the overall Housing Element process. Some of the programs currently are operative; others are to commence upon Housing Element adoption. All proposed programs have been selected on the basis of potential suitability for and viability in Covina.

Many of the programs rely at least partially on Covina Redevelopment Agency funds, which, in accordance with State law, are based on 20% of the Redevelopment Area's property tax increment (the "20% set-aside"). As stated in the background Housing Study, the Agency currently expends monies on Rent Subsidy, Property Rehabilitation, Code Enforcement, and other efforts. This arrangement therefore is feasible and proposed to be broadened in scope. The City of Covina and Covina Redevelopment Agency will make a strong, concerted effort to ensure program funding availability. It should also be noted that some programs have been listed as necessitating Redevelopment funding only because the Agency pays for one Planning Division position. In these cases, no new monies would have to be sought.

For reasons of simplicity and clarity, the programs/measures are described according to five below-listed subject areas. Within each area, it should be noted, the programs are presented in no particular order.

B. Programs/Implementation Measures

A. Area 1 - Major Funding Mechanisms

B. Area 2 - Development Standards

C. Area 3 - Building Structure Adequacy and Safety

D. Area 4 - Miscellaneous Procedural Matters

E. Area 5 - Public Information Dissemination

A. Area 1 - Major Funding Mechanisms

1. Rent Subsidy

a. Background - The City will maintain its current program and attempt to provide rental assistance to additional very low income households.

b. Responsible City Department - Redevelopment Agency.

c. Funding Source - Tax increment fund and any other available Redevelopment monies.

d. Implementation Timeframe - July 1992 to June 1996.

2. Land Write Down

a. Background - If funding is available, the City will consider the feasibility of beginning and/or attempt to enact a land write down program that, when combined with other concessions and incentives, will attempt to construct new affordable housing.

b. Responsible City Department - Redevelopment Agency.

c. Funding Source - Tax increment fund and any other available redevelopment monies.

d. Implementation Timeframe - Element adoption through June 1996.

3. Housing Revenue Bond Financing

a. Background - The City will consider the feasibility of issuing and/or attempt to float a Housing Revenue Bond, such as was done with the Shadow Hills apartment complex, and offer additional incentives, as appropriate, to facilitate the development of rental-oriented complexes with a respective number of units that are below-market rate or reserved for lower income persons.

b. Responsible City Department - Redevelopment Agency.

c. Funding Source - Tax increment fund and any other available redevelopment monies.

d. Implementation Timeframe - Element adoption through June 1996.

4. Development Agreement

a. Background - The City will consider the feasibility of entering into and/or attempt to execute a housing-related development agreement, such as was done with the Village Green apartment complex, and offer additional incentives and concessions, as appropriate, to facilitate the development of rental-oriented complexes with below-market rate units.

b. Responsible City Department - Administration Department and Redevelopment Agency.

c. Funding Source - Tax increment fund and any other available redevelopment monies.

d. Implementation Timeframe - Housing Element adoption through June 1996.

5. First-Time Home Buyers'

a. Background - The City will consider the feasibility of enacting a program to assist first-time home buyers, such as through the taking out of second deeds of trust on properties, and the efforts could be coordinated with local financial institutions working with the Community Reinvestment Act.

b. Responsible City Department - Redevelopment Agency plus local financial institutions.

c. Funding Source - Tax increment fund and any other available redevelopment monies.

d. Implementation Timeframe - July 1993 through June 1996.

6. Community Development Corporations (CDCs) or Other Nonprofit Groups

a. Background - The City will attempt to help establish, work with, and provide technical assistance and funding/ loans to community development corporations (CDCs) or other nonprofit groups to rehabilitate existing affordable housing, particularly deteriorating apartments.

b. Responsible City Department - Planning Division and Redevelopment Agency.

c. Funding Source - Tax increment fund and any other available redevelopment monies, Community Development Block Grant (CDBG) monies, and any additional usable public or private funds.

d. Implementation Timeframe - July 1993 through June 1996.

7. Federal Community Development Block Grant (CDBG) Funding

a. Background - The City will consider to apply at least a portion of its allocated share of Community Development Block Grant (CDBG) monies more directly to housing matters, such as property rehabilitation and affordable multiple-family development, and, if possible, first-time home buyer and/or CDC/nonprofit organization assistance.

b. Responsible City Departments - Special Programs Division and Redevelopment Agency.

c. Funding Source - Federal government and tax increment fund.

d. Implementation Timeframe - July 1993 through June 1996.

8. Deteriorating Apartment Purchase

a. Background - The City will consider the feasibility of initiating a program, based on whatever funding is available, to purchase and rehabilitate major deteriorating apartment complexes.

b. Responsible City Departments - Planning Division and Redevelopment Agency.

c. Funding Sources - Possible Federal CDBG funds, new State programs (see "D9" below), or tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

B. Area 2 - Development Standards

1. Second Unit/Granny Flat on Single-Family Detached Property

a. Background - The City will prepare and adopt a second-unit or granny flat ordinance with reasonable standards and regulate second units through the site plan review and conditional use permit processes.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

2. Density Bonus

a. Background – In accordance with State law, the City shall prepare and adopt a density bonus ordinance, which will grant minimum 25% density limit increases and other concessions to housing projects that contain the required amounts of units affordable to lower income households, plus applicable special development review procedures.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

3. Special Density Computation

a. Background - The City will prepare and adopt in its Land Use Element and Zoning Ordinance provisions to relax the density computation of housing complexes in medium and high density areas, whereby two dwelling units would be considered as one, for certain lower income housing projects that are deemed to strongly address Covina's housing situation and needs and best implement established goals, objectives, and policies.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

4. Mixed Uses

a. Background - The City will prepare and adopt in its Land Use Element and Zoning Ordinance provisions to allow mixed use developments (residential and commercial) in and possibly around the downtown area to create an "urban village" concept in which joint housing and business properties exist harmoniously and best complement the Metrolink Commuter Train Station and nearby bus facilities and best bolster ongoing downtown revitalization efforts.

b. Responsible City Departments - Planning Division and Redevelopment Agency.

c. Funding Source - Tax increment fund and Federal CDBG monies.

d. Implementation Timeframe - Immediately after Housing Element adoption and through June 1996.

5. Planned Community Development (PCD) Overlay Zone

a. Background - The City will continue to consider, where appropriate, housing projects in which development standards have been modified through the Planned Community Development (PCD) process as a means of reducing housing costs, demonstrating flexibility, furthering overall community development-related goals, objectives, and policies, and attaining more housing.

b. Responsible City Department - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

6. Zoning Multi-Family/Medium and High Density Housing Accommodation

a. Background - The City will continue the current practices of zoning sufficient numbers of vacant and underutilized residential sites to accommodate multi-family/medium and high density developments, in quantities that address City regional housing needs, and of administering appropriate planned unit development (PUD) or cluster housing standards.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

7. Infill Development Acceptance

a. Background - The City will continue accommodating all types of residential infill development and redevelopment for all economic segments.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

8. Covina Zoning Ordinance and Design Guidelines

a. Background - To ensure that all new and remodeled residential development meets basic building location, height, bulk, lot coverage, intensity, and other standards and is attractive, functional, and of high quality, the City will continue to follow its Zoning Ordinance and Design Guidelines, except in cases where Planned Community Development (PCD) overlay designation is deemed appropriate and/or when overall community goals, objectives, and policies are best furthered.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

9. Mobile Home Park Allowance

a. Background - The City will continue to permit mobile home parks in the "RT-P" Zoning District to maintain this affordable housing source and to protect mobile homes from conversions.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

10. Pre-Fabricated/Manufactured Housing

a. Background - The City will continue to permit prefabricated/manufactured housing in the "R-1-7500" and "RD" Zoning Districts, subject to the Site Plan Review process, basic development standards, and Design Guidelines.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

11. Homeless Shelter and Transitional Housing Facility Acceptance

a. Background - The City will modify its Zoning Ordinance to permit the community's reasonable share of homeless shelters and transitional housing facilities in the "RD" (apartment and condominium) and "C-P" (professional office) Zoning Districts and will develop appropriate standards thereof.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Immediately after Housing Element adoption.

12. Handicapped Person Accommodation

a. Background - The City will monitor its disabled population and note any major changes and will continue to ensure that the needs of handicapped persons, particularly senior citizens, are considered through implementation of Titles 24 and 31 (relating to the Federal Americans With Disabilities Act) of the State Building Code and any other related laws the City wishes to follow.

b. Responsible City Departments - Building Division and Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

13. Zoning and General Plan Consistency and Appropriateness of Distribution of Uses

a. Background - The City will review the use and density provisions of its Zoning Ordinance and the Zoning distribution of land uses to ensure consistency with the General Plan for all sites so that the overall community future construction needs could be realized as proposed and that appropriate land use patterns are maintained.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - At time of Housing Element adoption.

14. Non-Planning Division Codes

a. Background - The City will continue to administer and implement various non-Planning Division Codes that have a major bearing on the community's housing. Such Codes include, but are not limited to, Building and related structural topics, Housing, Energy, and Subdivisions.

b. Responsible City Departments - Building Division, Engineering Services Division, and any other applicable City departments/divisions.

c. Funding Source - General Fund, Housing component of the tax increment fund, Code violator fines and/or property tax liens, and any other available sources.

d. Implementation Timeframe - Ongoing and through June 1996.

15. Removal of Governmental Development Constraints

a. Background - The City will review all development codes, notably Zoning, and modify any found to be unnecessary or burdensome in developing or improving housing. In addition, the City will study its development review process and streamline any identified overlengthy procedures.

b. Responsible City Departments - Building Division and Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - At time of Housing Element adoption and through June 1996.

C. Area 3 - Building Structure Adequacy and Safety

1. Rehabilitation

a. Background - The City will continue its single-family rehabilitation efforts, assisting a minimum 60 properties during the 1992/93 and 1993/94 fiscal years, expand the number of participants, if possible, and study the feasibility of rehabilitating deteriorating apartments as well.

b. Responsible City Departments - Redevelopment Agency.

c. Funding Source - Housing component of tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

2. Code Enforcement

a. Background - Through the Covina Abatement of Real Property Nuisances and Maintenance of Real Property Ordinances and related items and procedures, the City will continue abating the maximum possible number of violations of Covina's Zoning provisions and of the Building, Housing, and other structural-related Codes as well as removing illegally constructed dwelling units.

b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, and Special Programs Division.

c. Funding Source - General fund, tax increment fund, and fines from violations.

d. Implementation Timeframe - Ongoing and through June 1996.

3. New Phase of Code Enforcement

a. Background - The City will expand the scope of its housing-related Code Enforcement efforts by adopting ordinances and/or other measures/procedures to facilitate the identification and abatement of a greater number of City Code violations or housing nuisances and problems, to achieve greater inter-departmental coordination, and to possibly focus resources and efforts in any neighborhoods with notably high concentrations of identified housing-related violations/problems.

b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, and Special Programs Division.

c. Funding Source - General fund, tax increment fund, program fees, and fines from violators.

d. Implementation Timeframe - July 1993 through June 1996.

4. Graffiti Abatement

a. Background - The City will continue to support and, if possible, through reasonable means, expand the voluntary graffiti abatement program, which, along with general Code Enforcement, will improve the vitality of Covina neighborhoods.

b. Responsible City Departments - Police Department.

c. Funding Source - A voluntary program, with funds received from donations and, if possible, fines and/or tax penalties imposed on owners of delinquent properties.

d. Implementation Timeframe - Ongoing and through June 1996.

D. Area 4 - Miscellaneous Procedural Matters

1. Federal Section 8 Rental Subsidies

a. Background - The City will continue contracting with the Los Angeles County Housing Authority regarding Section 8 rental subsidies for qualifying lower income Covina households and providing public information regarding the program.

b. Responsible City Departments - Federal HUD and Redevelopment Agency.

c. Funding Source - Federal Government.

d. Implementation Timeframe - Ongoing and through June 1996.

2. Overcrowding Analysis and Mitigation

a. Background - The City will study and monitor residential overcrowding and deal with the problem as completely and affectively as possible through Code Enforcement and possibly other actions/approaches.

b. Responsible City Departments - Building Division, Planning Division, and Special Programs Division.

c. Funding Source - General fund, tax increment fund, and fees generated from Code Enforcement activities.

d. Implementation Timeframe - July 1993 through June 1996.

3. Analysis of Possible Abatement of Major Nonconforming Residential Buildings and Analysis of Routine Residential Demolitions

a. Background - The City will study and monitor 1) the possible abatement of Zoning Ordinance-defined major or “detrimental” nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas), which would be intended to promote land use compatibility, physical betterment, and/or economic development (refer also to Land Use Element) and 2) general demolitions (typically old houses), which would occur on a continual basis to accommodate intensified housing development.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - July 1993 through June 1996.

4. Monitoring of Rent Restrictions on Existing Assisted Housing Developments

a. Background - The City will monitor the status of all assisted/below market rate housing complexes to determine if any become “at risk” of losing rental rate or affordability restrictions.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - July 1993 through June 1996.

5. **Continuance of Lower Income Rental Rate Restrictions Pertaining to Various Dwelling Units in Shadow Hills Apartments**

a. Background - If necessary, the City will attempt to preserve below-market rental rate restrictions pertaining to 44 Shadow Hills units by, for example, securing a new subsidy source or working with nonprofit or other interested agencies.

b. Responsible City Departments - Planning Division and Redevelopment Agency.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

6. **Monitoring Development Feasibility of all "Potential Housing Sites"**

a. Background - The City will, in accordance with fulfilling its SCAG or regional housing future needs obligations, monitor and assess the status of its vacant and underutilized sites that have been deemed potentially suitable for residential development, particularly during the final two-year period of the current Housing Element timeframe (July 1994 through June 1996).

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

7. **Monitoring for Availability of Public or Other Surplus Land**

a. Background - The City will continue to monitor the availability of any City-owned sites and the vacations of major uses to identify additional potential sites for housing, particularly affordable housing, development.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1994.

8. **Monitoring for Any Changes in Housing Needs**

a. Background - The City will monitor its identified housing needs from time to time to detect any changes warranting modification in the City's strategies, policies, or programs.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund pertaining to housing.

d. Implementation Timeframe - Housing Element adoption through June 1996.

9. Consideration of New Specific Programs

a. Background - The City shall study and consider the feasibility of utilizing the following State programs: 1) Rental Housing Construction (for new multi-family construction); 2) California owner housing rehabilitation (for owner-occupied residences); and 3) California renter housing rehabilitation (for apartments or potential mixed use arrangements). Similar, available programs, such as the Federal HOME measure (Home Investment in Affordable Housing), which can be applied in a variety of areas, will also be considered.

b. Responsible City Departments - Planning Division and Redevelopment Agency.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

10. Maintaining Information on Existing and Potential Funding Sources and Programs

a. Background - Including program "D9" above, the City will compile and maintain updated information on existing and potential housing funding sources and programs.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

11. Maintaining Listing of Affordable Housing Developers and Nonprofit Housing-Related Groups

a. Background - The City will compile and maintain an updated listing of area affordable housing developers and nonprofit housing related-groups that could be interested in working in Covina.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

12. Fair Housing Issues

a. Background - The City will continue promoting fair housing issues (or equal housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color) through contracting with and making referrals to the Fair Housing Council of the San Gabriel Valley and any other applicable agencies and by providing general fair housing information to the public.

b. Responsible City Departments - Redevelopment Agency and San Gabriel Valley Fair Housing Council.

c. Funding Source - Tax Increment Fund and Non-City source.

d. Implementation Timeframe - Ongoing and through June 1996.

13. Redevelopment Agency Consistency and Obligations

a. Background - The City will take appropriate action to ensure consistency between the Housing Element and housing-related Redevelopment Agency actions and programs and will ensure that the Agency adopts, as required by California redevelopment law, Expenditure, Compliance, and any other required plans.

b. Responsible City Departments - Planning Division and Redevelopment Agency.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Upon Housing Element Adoption.

14. Housing Element Implementation

a. Background - In accordance with State housing element law and the State Government Code criteria, the City will implement the Covina Housing Element in a manner consistent with the desired implementation/ administration of all other General Plan Elements, as presented in those chapters, housing plans, and community goals and, in a manner consistent with the intentions of this Housing Element chapter, will monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required or necessary, update the Element.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Six months from Housing Element adoption.

15. Infrastructure and Service Level Accommodation

a. Background - Coordinated with implementation of the Land Use Element, the City will monitor the impacts of all types of future development on City services and on the infrastructure and prepare appropriate responses. Particular attention will be made to potentially developing a new funding mechanism for dealing with needed street repairs and/or improvements and park/open space development and expansion. Future public school closures shall also be monitored to ensure reasonably adequate overall school capacity.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund and possible new source(s).

d. Implementation Timeframe - Housing Element adoption through June 1996.

16. Local Economy Accommodation

a. Background - The City will monitor new housing construction and rehabilitation in relation to necessary economic development obligations, specifically in an approach that best retains and bolsters a high jobs-to-housing ratio and strong sales tax generation.

b. Responsible City Departments - Planning Division.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - Housing Element adoption through June 1996.

17. Regional Planning Mandate Accommodation

a. Background - The City will ensure that all Federal, State, regional, and County planning measures to reduce traffic congestion, air pollution, waste generation and off-site disposal, and other environmental problems are implemented and appropriately monitored to identify changing conditions.

b. Responsible City Departments - Planning Division and Environmental Services Department.

c. Funding Source - General fund, tax increment fund, and various funds and grants pertaining to Environmental Services.

d. Implementation Timeframe - Ongoing and through June 1996.

18. Homelessness Analysis and Mitigation

a. Background - The City will study and monitor homelessness and develop a strategy for mitigating its share of the problem, as feasible.

b. Responsible City Departments - Planning Division and Redevelopment Agency.

c. Funding Source - General fund and tax increment fund.

d. Implementation Timeframe - July 1993 through June 1996.

19. Maintenance of City Departments/Divisions Responsible for Housing Matters

a. Background - In order to carry out its various housing responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer Zoning and related matters and various non-Planning Codes, coordinate and monitor implementation of several City housing programs, increase and maintain the community's housing stock, and disseminate information and provide assistance to the public.

b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, and Special Programs Division.

c. Funding Source - General fund, tax increment fund, fines from Code Enforcement activities, Federal CDBG funding, and any other local, State, and/or Federal monies.

d. Implementation Timeframe - Ongoing and through June 1996.

20. Preservation of Special Residential Districts and/or Buildings

a. Background - The City will designate and attempt to preserve residential areas and/or buildings that are deemed architecturally and/or historically significant.

b. Responsible City Departments - Covina Valley Historical Society and Planning Division.

c. Funding Source - General fund, tax increment fund, and volunteer assistance.

d. Implementation Timeframe - July 1993 through June 1996.

E. Area 5 - Public Information Dissemination

1. Code Enforcement and Private Property Maintenance

a. Background - The City will maintain its pamphlets, handouts, and other informational items on the Code Enforcement program and on the importance of maintaining private property from health and safety/structural and aesthetic standpoints, and such information shall be distributed and disseminated to the greatest extent possible to the public, property owners, and tenants.

b. Responsible City Departments - Building Division, Planning Division, Redevelopment Agency, if appropriate, and Special Programs Division.

c. Funding Source - General fund, tax increment fund, and fines from Code Enforcement activities.

d. Implementation Timeframe - Ongoing and through June 1996.

2. Shared Housing Opportunities Listing for Lower Income Seniors and Non-Seniors

a. Background - The City will maintain listings of lower income seniors and lower income non-senior persons/households looking for rooms to rent and seeking to share housing units with other persons. This information will be kept at City Hall and at the Joslyn Senior Citizens Center.

b. Responsible City Departments - Redevelopment Agency

c. Funding Source - Tax Increment Funds.

d. Implementation Timeframe - Housing Element adoption through June 1996.

3. Area Homeless Facility Referral Information

a. Background - The City will prepare, maintain, and, through its donation-sponsored Emergency Aid Program (which gives out food and necessities to destitute persons), disseminate information on nearby homeless shelters and related facilities for persons in need of emergency housing.

b. Responsible City Departments - City Clerk, Redevelopment Agency, and Covina Emergency Aid program coordinators.

c. Funding Source - General fund, tax increment fund, and private donations and volunteers.

d. Implementation Timeframe - Housing Element adoption through June 1996.

4. Property Rehabilitation

a. Background - The City will maintain and continue to disseminate information on its residential property rehabilitation program.

b. Responsible City Departments - Redevelopment Agency.

c. Funding Source - Tax increment fund.

d. Implementation Timeframe - Ongoing and through June 1996.

5. **Miscellaneous Housing Matters**

a. Background - The City will continue to maintain and disseminate information on the (Federal) Section 8 rental subsidy program, fair housing issues, and other housing matters.

b. Responsible City Departments - Redevelopment Agency and Special Programs Division.

c. Funding Source - General fund, tax increment fund, and fines from Code Enforcement activities.

d. Implementation Timeframe - Ongoing and through June 1996.

PICTURE 17. ANOTHER NEWER TOWNHOUSE DEVELOPMENT, NEAR SUNFLOWER AVENUE AND COVINA BOULEVARD. THE PICTURE FURTHER ILLUSTRATES VIABLE, ATTRACTIVE HOUSING THROUGH APPROPRIATE DESIGN STANDARDS.

VIII. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

According to Section 65583(c)(6)(B) of the California Government Code, the Housing Element must describe "the means by which consistency will be achieved with other general plan elements and community goals." Because the City of Covina has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives, and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program consistency because, according to planning law, implementation measures must be developed upon the existing conditions/data/needs and goals, objectives, and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Housing Element preparation, topical goals, objectives, policies, and programs/implementation measures have been cross-checked with those in other Elements, particularly Land Use, the central General Plan chapter, to maintain and verify consistency.

Regarding the relationship between the Land Use and Housing Elements, for example, the same land use and density framework, population and housing unit projections, and goal/objective/policy and program structures have been used, and many of the goals, objectives, policies, and programs themselves are the same or similar. This inter-Element consistency will also ensure that Housing Element implementation will realize the same results as would occur through the execution of programs in the Land Use and all other Elements. Moreover, as stated in Program "D14," the City will monitor all major aspects of Housing Element implementation through decision-making activities and other processes to verify this conformity. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Housing chapter implementation, particularly with respect to inter-Element unity and coherence.

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IX. CITIZEN PARTICIPATION IN HOUSING ELEMENT FORMATION

State planning law (Government Code Section 65583(c)(6)(B) requires local governments to "make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element." In fulfilling its citizen participation obligations and in identifying needs/issues for Housing as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.

2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.

3. Conducted "town hall meetings" and public forums.

4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on a local cable television station to discuss the General Plan update process and answer public questions.

5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the General Plan update process and on the public forums.

6. Received numerous comments from the public (in this case regarding housing) on the phone, at the counter, in the field, and in the course of site-specific project reviews.

7. Met with and elicited the views of Covina's Housing Advisory (HCDA) Committee.

8. Organized, met with, and elicited the views of a housing subcommittee of Covina's General Plan Update Committee that addressed housing and related matters.

9. Met with and elicited the views of City of Covina employees who deal with housing issues.

Refer to Section "J1" of the Housing Study for clarification on the above activities and on the input received from the respective measures. Also, related material and information pertaining to these items are on file in the City Planning Division. The public comments elicited from measures 1 through 9 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of housing needs/issues and, therefore, in developing the applicable goal, objectives, policies, and programs/ implementation measures as well. Thus, the City of Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Housing Element.

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X. MONITORING HOUSING ELEMENT IMPLEMENTATION

In order for the General Plan Housing Element's goal and the objectives and policies to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's housing situation, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Housing Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following housing element adoption or revision, a City shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation, including the progress in meeting its share of regional housing needs. . ." This requirement must in fact address all Elements of the General Plan.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Housing Element implementation framework as Program "D14," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VIII, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any unfulfilled regional housing needs or underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Housing Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established housing goal and objectives, this approach will facilitate preparing the next Housing Element, which, as previously stated, must be adopted by July 1996.

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COVINA
GENERAL PLAN
NATURAL RESOURCES AND OPEN SPACE ELEMENT

INC. 1901

COVINA
GENERAL PLAN
NATURAL RESOURCES AND OPEN SPACE ELEMENT

PREPARED BY
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF

APPROVED BY PLANNING COMMISSION - March 14, 2000
APPROVED BY CITY COUNCIL - April 18, 2000

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EXECUTIVE SUMMARY

Natural Resources and Open Space is the Element of the General Plan that serves 1) to identify, protect, and conserve local natural resources and 2) to establish a framework for preserving, managing, and enhancing the community's open space areas. Because Covina is a flat, mature, and generally built-out community in the urbanized east San Gabriel Valley (an inland subregion), natural resource issues are restricted primarily to ground water and surface water quality and conservation, the preservation of existing limited vegetation, wildlife and wildlife habitat, and air quality. Furthermore, open space matters in Covina focus primarily on citywide parks and related recreational facilities and trails. In an urban environment such as Covina, natural and recreational issues/resources are usually closely linked because the most visible concentrations of natural resources are located in public parks and similar uses. Conserving and protecting natural resources and open space lands are important for maintaining a community's overall functionality, vitality, image, and quality of life.

The entire contents of this Element are based on State planning law requirements (Sections 65302(d) and 65302(e) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, as is the case with all chapters of the general plan, the State establishes the overall data and analysis requirements, while allowing local governments to address their natural resource and open space issues and challenges in a manner tailored to local conditions and circumstances. Therefore, the Element has been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. Because Covina is, as previously indicated, generally flat and is today almost completely built-out or has experienced much urbanization over the years, many of the natural resource concerns relevant in coastal, rural, or less-developed local governments are not applicable to the City. However, there are some noteworthy resources in Covina's hilly southeastern enclave (the Covina Hills neighborhood), which, along with other factors, this Element explores. The community is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. Despite the community's generally built-out character, future development is expected to occur on remaining vacant as well as on underutilized properties, thus posing additional direct or indirect impacts on natural resources and open space lands. Concerning the latter, recreational facilities in Covina consist of nine City parks and two leased ball fields, though the community is deficient on a park acreage for every one-thousand resident basis. Covina has a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/ unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

The Covina Natural Resources and Open Space Element is divided into eight chapters. The first chapter introduces and presents general information on the Element process, as mentioned above, as well as on below-described Element contents.

In section number two, the below-listed natural resources are identified and discussed to the extent that important matters apply to Covina:

1. Water Resources
   a. Ground water
   b. Unimproved flood control channels
   c. Surface water

2. Vegetation and Flora

3. Wildlife and Wildlife Habitat, Sensitive Species, and Fauna

4. Air Quality

5. Soils

6. Minerals

The key issues in this area include: 1) monitoring and regulating water quality and conditions; 2) protecting ground water resources and remedying and handling existing ground water pollution problems; 3) preserving and protecting unimproved segments of two flood control channels and concomitant riparian communities (Walnut Creek in Covina Hills and Charter Oak Wash in Wingate Park) for ecological, aesthetic, and other reasons, and 4) ensuring the adequacy of water supplies to meet existing and future demands and applications. Other salient natural resource issues pertain to: 5) continuing to follow various water conservation measures; 6) complying with the plans and programs of all levels of government pertaining to air pollution mitigation with various land use and transportation control measures outlined in the Land Use and Circulation Elements; 7) preserving and protecting parks and recreational facilities for recreational as well as ecological and aesthetic reasons; and 8) limiting development and minimizing grading in Covina Hills to preserve oak and other significant mature trees as well as natural features in the area. Issues are important because they clarify matters warranting attention and help shape goals and policies and programs/implementation measures, which constitute the chief sections of this Element.

The third chapter discusses and analyzes topics pertaining to open space lands, again to the extent that important matters apply to Covina. These items are:

1. Open Space for the Preservation of Natural Resources
    a. Riparian woodland communities

2. Open Space for the Managed Production of Resources
    a. Flood control spreading grounds
    b. Improved flood control channels

3. Open Space for Outdoor Recreation
    a. City parks and related facilities
    b. Trails
        1) Bikeways
        2) Equestrian trail

The following presents the key open space issues. Again, issues clarify matters warranting attention and are utilized in formulating the all-important goals and policies and programs/implementation measures. The chief open space issues are: 1) preserving and protecting all parks, ball fields, and schools to maintain recreational opportunities; 2) maintaining joint-use agreements with school districts to provide Covina residents with open space lands that supplement the City's park system; 3) preserving and protecting unimproved segments of two flood control channels and concomitant riparian communities (Walnut Creek in Covina Hills and Charter Oak Wash in Wingate Park) for recreational, ecological, aesthetic, and other reasons; 4) recognizing that the City has an open space deficiency and attempting to resolve the problem by acquiring and developing additional parkland, whenever feasible; 5) considering creative approaches to parkland acquisition; and 6) continuing efforts to enhance existing parks and recreational facilities to improve overall park use, safety, and appearance. The other key issues relating to open space include: 7) placing a higher priority on park enhancement and rehabilitation than park development, in general; 8) considering the Covina Park System Master Plan as a framework for addressing and resolving various park-related deficiencies; 9) paying particular attention to the recreational needs of the City's less mobile segments; 10) offering sufficient, cost-effective programs and services to address local needs and interests; 11) handling and maintaining the City's limited networks of bicycle ways and equestrian/hiking trails; and 12) prioritizing needed park amenities and facility enhancements, focusing on the Covina Park System Master Plan and City Capital Improvement Program as bases for decision-making.

In section number four, the goals and policies of the Natural Resources and Open Space Element are presented. Goals and policies are important because they serve as the chief tools with respect to private development and public project evaluation and decision-making and overall local direction setting as well as the primary basis for the Element's implementation measures, discussed in the subsequent chapter. A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In applying the two terms to Covina, one goal and several policies are utilized for each subject of the Element. Under natural resources, to begin with, the goal is:

> A setting in which a high environmental quality is achieved through the bona fide conservation and protection of existing natural resources.

The policies are listed within a framework relative to the following three topical areas:

1. Water resources and air quality.
2. Vegetation and wildlife.
3. General matters.

Key policies call for the City to support the efforts at all levels of government to monitor and regulate water quality and conditions; to support the efforts at and various codes and standards of all applicable government entities to protect ground water resources from depletion and sources of pollution; to support Federal, State, and regional efforts to remedy existing ground water pollution problems; to preserve and protect in their natural conditions, through appropriate land use controls and development standards, the unimproved segments of two flood control channels running through Covina (Walnut Creek in the Covina Hills/southeastern area and Charter Oak Wash in Wingate Park), which contain riparian woodland communities, as important functional, ecological, biological, aesthetic, and passive open space resources; to minimize the alteration of drainage patterns in and hillside grading in Covina Hills to best preserve existing resources and conditions in the area; and to handle existing soil erosion along the banks of the unimproved portion of Walnut Creek in the Covina Hills area. Furthermore, the City would ensure the adequacy of water supplies and water pressure to meet all existing and future demands and applications; follow the Covina Water Conservation and Water-Efficient Landscape Ordinances, where appropriate, as viable conservation tools; comply with applicable portions of Federal, State, regional, and County plans and programs pertaining to air pollution mitigation/air quality enhancement by following various vehicular emissions-reducing and traffic congestion-reducing land use and transportation control and energy conservation measures, proposals, and policies outlined in the Land Use and Circulation Elements; encourage and support the use of mass transit and work with transit providers to provide efficient service for local residents and businesses to reduce vehicular travel and air pollution; continue to enforce the Covina Oak Tree Ordinance as a means of protecting oak tree resources and, whenever feasible, preserve existing mature trees in conjunction with private development proposals and public works projects; and require that new and significantly expanded/remodeled properties incorporate adequate landscaping, in accordance with all City standards, for both aesthetic and ecological reasons.

As indicated above, a separate goal and distinct policies are presented for the open space topic as well. Thus, pertaining to open space, the goal is:

> A complete, well-balanced, and functional system of parks, open space facilities, and trails and appurtenant thorough, viable programs and services that meet the diverse active and passive recreational needs of current and future Covina residents.

The policies are listed by seven subject areas, which are:

1. Retention, development, and enhancement of park and recreational facilities.

2. Recreational programs.

3. Trail facilities.

4. Design and landscaping of parks, trails, and recreational facilities.

5. Maintenance of parks, trails, and recreational facilities.

6. Safety, accessibility, security, and miscellaneous matters.

7. Funding.

For this topic, the chief policies call for the City to preserve all local parks, ball fields, and schools through appropriate General Plan and Zoning designations to best maintain recreational opportunities as well as community appearance and image and vitality; to maintain joint-use agreements with school districts to provide Covina residents with open space lands that supplement the City's park system; to endeavor to provide for its citizens a total park acreage equal to 2.0 acres for each 1,000 population at General Plan buildout (as opposed to 1.4 at General Plan adoption); to consider creative, practical approaches to acquiring additional open space acreage, including developing mini-parks, small neighborhood parks, and specialty parks; to continue to upgrade, enhance, redesign and/or replace existing parks and recreational areas and appurtenant facilities and amenities; and to generally regard the rehabilitation, renovation, or enhancement of existing parks and facilities as taking precedence over the establishment of new parks and facilities. In accordance with other salient policies, the City would consider the Covina Park System Master Plan as a viable framework for identifying, addressing, and resolving needed park improvements and, therefore, implement the Plan to the greatest extent feasible, continue to offer quality and diverse park/recreational programs, activities, and services to address local needs and interests, pay particular attention to the open space and recreational needs of the City's generally less mobile segments, including young people and senior citizens; continue to support and, where reasonable, expand and improve the City's bicycle ways for recreational as well as functional purposes; and support County efforts to preserve and, where appropriate, expand and improve local- and regional-oriented equestrian/hiking trails and reasonable linkages thereto that run through southeastern Covina (including along or near Walnut Creek). Finally, the City proposes to consider appropriate site design, architecture, functionality, landscaping, land use compatibility, and public safety standards and provisions in developing new or enhancing existing parks and recreational facilities; to continue providing for adequate maintenance of all City parks and recreational facilities as well as support County efforts to keep up County facilities used by Covina residents; to ensure that all playgrounds and trail facilities comply with Federal and State safety standards; and to prioritize and systematically schedule on a long-term basis needed improvements to the Covina park system, using as a basis for decision-making and actions Covina's Park System Master Plan, City Capital Improvement Program, and any other appropriate documents as well as community desires.

The fifth chapter discusses the programs/implementation measures, which, along with the goals and policies, serve as the backbone of the Natural Resources and Open Space Element. Programs ensure that the Element's goals and policies will reach fruition. The programs and measures are divided into three below-listed subject areas that generally follow the categorization of the policies. The subject areas are:

1. Natural Resources.

2. Open Space Lands.

3. Inter-Topic General Matters.

Various specific and general programs are presented, which, again, supplement and further the previously-listed goal and policies.

Section number six discusses the Natural Resources and Open Space Element's relation to and consistency with other General Plan chapters. The Natural Resources and Open Space Element is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a close tie to the Land Use Element because, under State law, the proposed land use development scenario must reflect the community's desires with respect to natural resource and open space matters. In addition, State law calls for the Natural Resources and Open Space Element to be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. The City of Covina has met this consistency requirement by updating all General Plan Elements simultaneously, including utilizing one common data and information base and cross-checking all goals, policies, and plans/implementation measures among the various chapters. This inter-Element consistency will also ensure that implementation of the Natural Resources and Open Space and all other Elements will realize the same results. Furthermore, if the Natural Resources and Open Space Element is amended in the future, the City will verify that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity.

The seventh chapter lists the various measures that the City has undertaken to guide citizen participation in the General Plan update process. These items include questionnaires; public forums; cable television segments; and flyers, press releases, and articles. In addition, City staff received numerous citizen and business comments on the phone, at the public counter, and in the course of site-specific project reviews and met with and elicited the views of various City advisory bodies involved with natural resources and open space issues. Public comments elicited from the measures were carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the natural resources and open space issues and, therefore, in developing the goals, policies, and programs/ implementation measures. State planning law places a strong emphasis on citizen participation in the General Plan preparation as well as implementation and amendment processes.

The eighth and final chapter discusses monitoring Natural Resources and Open Space Element implementation, which is also a State requirement and is important to ensure that the Element fulfills its primary purpose of maintaining and, where necessary, improving Covina's natural resources and open space facilities. The City will fulfill its obligation to monitor implementation by preparing a State-required annual report on this matter to the Planning Commission and City Council. Any identified underutilized policies or programs will be adequately handled and problems or deficiencies will be carefully studied and appropriately managed to ensure that the desired Natural Resource and Open Space Element goals are met. Because the Natural Resources and Open Space Element is, as previously stated, a prominent chapter and closely tied to the central Land Use Element, monitoring is particularly relevant here.

Much of the background information and facts and analysis of data for this Element appear in the accompanying Biological Study, a consultant-prepared compilation of primarily natural resources in Covina, with some material on open space facilities. Though separate, the Biological Study or Technical Appendix is legally part of the Natural Resources and Open Space Element. The City believes that this two-document organization best addresses applicable planning statutes and policies as well as local conditions and needs. Lastly, it is noted that much of the background information and recommendations for improvement of the Covina Park System Master Plan have been incorporated into the "open space" sections of the Element, though this Plan is not considered to be adopted by reference. The Park System Master Plan, developed by the Covina Parks and Recreation Department, was prepared based on an extensive citizen input process and on a thorough identification of applicable issues, mandates, considerations, and user demands, contains an inventory and assessment of existing recreational facilities, and sets standards and guidelines for the improvement, development, maintenance, and utilization of all open space lands.

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I. INTRODUCTION/BACKGROUND

Natural Resources and Open Space is the Element of the General Plan that serves 1) to identify, protect, and conserve local natural resources and 2) to establish a framework for preserving, managing, and enhancing the community's open space areas. Under State planning law (discussed below), natural resources include: 1) water and its hydraulic force; 2) forests; 3) soils (particularly those conducive to agriculture); 4) rivers and other waters; 5) harbors; 6) fisheries; 7) wildlife; 8) minerals; and 9) other resources, such as agricultural lands and air quality. Moreover, open space uses must be discussed within the context of: 1) preserving natural resources (such as plant or animal life or wildlife habitat); 2) managing the production of resources (like forest lands, rivers, or ground water recharge basins); 3) maintaining areas for outdoor recreation (e.g., parks and trails); and 4) protecting areas for public health and safety (relating to, for example, earthquake fault zones, flood plains, or unstable soil areas). Concerning the first area, because Covina is a flat, mature, and generally built-out community in the urbanized east San Gabriel Valley (an inland subregion), natural resource issues are restricted primarily to ground water and surface water quality and conservation, the preservation of existing limited vegetation, wildlife and wildlife habitat, and air quality. And regarding the second facet of this Element, open space matters in Covina focus primarily on citywide parks and related recreational facilities and trails. In an urban environment such as Covina, natural and recreational issues/ resources are usually closely linked because the most visible concentrations of natural resources are located in public parks and similar uses. Conserving and protecting natural resources and open space lands are important for maintaining a community's overall functionality, vitality, image, and quality of life. From the standpoint of the overall General Plan process, the Natural Resources and Open Space Element is closely related to the chapters on Land Use, Circulation, Housing, Safety, and Noise.

The entire contents of this Element are based on State planning law requirements (Sections 65302(d) and 65302(e) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. The State actually promulgates matters contained in this General Plan chapter as two elements, natural resources or conservation (Section 65302(d)) and open space (Section 65302(e)). Under law, as is the case with all chapters of the general plan, the State establishes the overall data and analysis requirements, while allowing local governments to address their natural resource and open space issues and challenges in a manner tailored to local conditions and circumstances. Therefore, because of the community's above-mentioned generally urbanized, built-out, and inland character and concomitant interrelatedness of natural resource and open space issues, this Element incorporates in one document the required components of both previously stated chapters. And as indicated below, the chapter has been organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

The Covina Natural Resources and Open Space Element is divided into eight chapters. Following this Background chapter, the second section presents an identification and discussion of the natural resource issues, which, again, focus on ground water and surface water quality and conservation, the preservation of existing, generally limited vegetation, wildlife and wildlife habitat, and air quality. Here, reference is made to an accompanying communitywide biological assessment that functions as the Technical Appendix to this Element. The third area exhibits an identification and discussion on the open space lands, with, as mentioned above, an emphasis on City parks and related recreational facilities and trails. Recreational programs are also mentioned. Section number four presents the natural resources and open space goals and policies, an important component that bridges the gap between where the City is and what type of community it wishes to become. The fifth chapter describes programs/implementation measures, again for both topical areas, which supplement and ensure the fruition of the goals and policies. Sections six, seven, and eight conclude the Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Natural Resources and Open Space Element implementation.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. Because Covina is generally flat and is today almost completely built-out or has experienced much urbanization over the years, many of the natural resource concerns relevant in coastal, rural, or less-developed local governments are not applicable to the City. However, there are some noteworthy resources in Covina's hilly southeastern enclave (the Covina Hills neighborhood). The community is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. Despite the community's generally built-out character, future development is expected to occur on remaining vacant as well as on underutilized properties, thus posing additional direct or indirect impacts on natural resources and limited open space lands, as described below. Covina has a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

II. IDENTIFICATION AND DISCUSSION OF NATURAL RESOURCES

A. General

As stated in the previous chapter, under this topic, State law requires the identification of existing natural resources, including water and its hydraulic force; forests; soils (particularly those conducive to agriculture); rivers and other waters; harbors; fisheries; wildlife; minerals; and other resources, such as agricultural lands and air quality. This identification is intended to serve as a basis for goals, policies, and programs on resource conservation, development, and utilization.

Because Covina is a flat, inland, mature, and generally built-out community, there are limited natural resources. (According to the Land Use Element, approximately 99% of the territory in Covina has been built upon.) The City does not contain any forests; noteworthy, usable agricultural soils (as verified by information received from the State Department of Conservation); rivers, lakes or related water bodies; harbors; fisheries; significant, endangered wildlife; extractable minerals; or important agricultural areas. In other words, because of long-term urbanization, many of the natural resource concerns relevant in coastal, rural, or less-developed cities are not applicable to Covina. Key natural resource issues, which are identified and discussed below, are restricted primarily to ground water and surface water quality and conservation, the preservation of existing, generally limited vegetation, wildlife and wildlife habitat, and air quality. Many of the noteworthy resource issues pertain to the community's hilly southeastern enclave (the Covina Hills area). For documentation purposes, two resources that technically exist but from a planning or conservation standpoint are insignificant, soils and minerals, are also mentioned.

It is noted that information and facts pertaining to the community's vegetation, wildlife and wildlife habitat, and soils are clarified in the accompanying Technical Appendix, which is a detailed, consultant-prepared report on existing City natural resource conditions. Though separate, the Technical Appendix is legally part of this Element. Matters relating to other areas, as stated below, are referenced from general documents and correspondence on file in the Covina Planning Division.

B. Identification and Discussion of Covina Natural Resources

As stated above, the below-listed natural resources are discussed to the extent that important matters thereon, if any, are applicable to Covina:

1. Water Resources
    a. Ground water
    b. Unimproved flood control channels
    c. Surface water
2. Vegetation and Flora
3. Wildlife and Wildlife Habitat, Sensitive Species, and Fauna
4. Air Quality
5. Soils
6. Minerals

1. Water Resources

The water resources of Covina consist of the following:

a. Ground water
b. Unimproved flood control channels
c. Surface water

Each water resource is discussed in the respective three sections below. Applicable facts and information are presented within a framework relative to Covina utilization and conservation issues.

In recognition of the importance of water and water bodies in the general plan update process, particularly relating to accommodating future water demands, State law (Government Code Section 65302d) requires that the portion of this Element pertaining to waters be prepared in coordination with any agency, district, or entity that has developed, served, controlled, or conserved water for the city in which the plan is composed. It is hereby stated that the City of Covina has complied with all aspects of this provision. (But as stated above and below, because Covina is generally built-out and because long-term water demands can be met, water supply is not seen as a critical issue.) Information received from various, applicable water agencies and entities is on file in the Covina Planning Division.

a. Ground water

The City of Covina is one of several communities in the area that overlies a major ground water basin. Because of its constant, everyday use by Covina residents, businesses, and facilities (see third section for clarification), ground water is certainly one of Covina's key water resources. The responsibility for monitoring and regulating ground water quality and conditions in the region rests with the Federal Environmental Protection Agency (EPA), the State Department of Health Services (DHS), the Los Angeles Regional Water Quality Control Board, and Los Angeles County. In addition, Covina water service, much of which relates to this resource, is provided by the City of Covina, through its Water Department, and three other purveyors (also discussed in third section). Therefore, the City does not have direct control over ground water quality and extraction. Covina's role in protecting ground water resources is limited to 1) preventing hazardous materials from leaching through soils (into ground water supplies) and 2) ensuring that existing flood control system-related (ground water) recharge areas or spreading grounds are protected via land use regulations and, when utilized, guarded against illegal discharge into the surface waters (that feed groundwater basins).

Regarding the second item mentioned above, there are two flood control spreading grounds within Covina's City limits: 1) Walnut Wash at the easterly terminus of Workman Avenue and 2) Ben Lomond at the southwest corner of Arrow Highway and Barranca Avenue. (Refer to Existing Land Use Map for clarification.) During heavy storms, the spreading grounds, which are part of the Los Angeles County-owned and -managed flood control system, fill up with water diverted from flood control channels and washes and thus serve to reduce pressure on the overall network. Collected water subsequently percolates into the ground water. Although generally the Ben Lomond Spreading Grounds has water during and immediately after heavy rains only, the Walnut Wash facility typically maintains at least some water year-round. Other major ground water recharge areas in the City consist of unimproved segments of two flood control channels, which are discussed in the following section. For a more detailed discussion on the flood control system, refer to the Circulation and Safety Elements.

Concerning ground water in general, in recent years, the San Gabriel Valley, particularly areas west of Covina, has been plagued by ground water pollution problems. Trichlorolthylene (TCE), perchloroethylene (PCE), and/or nitrates, all suspected cancer-causing agents, have been found in amounts high enough to warrant the shutting down of or restricting the use of many wells in the region. Much of this contamination occurred in prior decades as a result of little or no regulation of certain commercial and industrial businesses. Today, strict controls relating to chemical discharge are in effect, though, in some recent cases, the contamination has been exacerbated by illegal dumping, careless handling, and inadequate environmental enforcement. Since the 1970s, State and Federal officials have been working with communities in the area to remedy the problem to the greatest extent possible.

In Covina, water wells (operated by the City and three other purveyors) have been found to contain varying concentrations of nitrates. Some of the wells have been shut down immediately and others have been treated to meet applicable water quality standards. Therefore, in a general sense, the primary long-term effect of the contamination problem is one of water supply limitation, not of public health. However, this supply limitation will not seriously affect Covina demands because, as explained below, over the last few years the City has been acquiring more and more surface water (from other entities). According to local water officials, all demands, again, despite the contamination problem, will be met. The only downside for Covina consumers would be slightly high water rates resulting from the additional surface water that must be obtained.

b. Unimproved flood control channels

There are two flood control channel segments in the community that are unimproved or were never reinforced with concrete and steel to appropriate engineering standards. The segments are 1) a stretch of the Charter Oak Wash running through the southern section of Wingate Park (just south of the Metrolink Commuter Rail Line, between Grand and Glendora Avenues) and 2) the northerly portion of Walnut Creek (between Puente Street and an area near the terminus of Chaparro Road). Both segments, which are illustrated on the accompanying Natural Resources and Open Space Map, are typically slightly to moderately inundated or at least damp during and immediately after the rainy seasons, and the areas are usually dry in the summer and in early fall. Thus, as previously mentioned, during certain periods, these flood control channel segments function as ground water recharge areas. (Flood control issues are discussed in the Circulation and Safety Elements.) In addition, the unimproved flood control facilities support riparian vegetation that, in turn, serves as habitat for certain animals and birds. This function of the unimproved channels is elaborated on below. Moreover, a portion of a popular horse trail runs along part of the Walnut Creek facility (discussed in Chapter III), which indicates a recreational purpose for one of the channels as well. In sum, these areas warrant special consideration in terms of land use protection and conservation.

c. Surface water

The overwhelming majority of water supplied to Covina residents and businesses comes from surface sources (i.e., from various major rivers in northern California or the Colorado River, sent to the community through an elaborate water distribution system and then stored in local reservoirs). Because this water is inextricably related to and identified with its suppliers, it is appropriate to discuss surface water according to the community's chief water purveyor, the Covina Water Department. (As mentioned in Section "a" above, four water agencies supply Covina residents and businesses with this resource, the City of Covina as well as Azusa Valley Water, Southern California Water Co., and Suburban Water Systems. But the City of Covina serves about two-thirds of the properties in the community.) In fiscal year 1995-96, 93% of the City's water came from surface sources and only 7% was from underground sources—produced at its only operational well site on Grand Avenue, just south of Cypress Street. All surface water, it is noted, was actually purchased from the Metropolitan Water District (MWD, whose share of all water provided was 11%) and Covina Irrigating Company (CIC, 82% of all water provided) and then, prior to customer transmission via an elaborate distribution system, had been stored in eight reservoirs at six locations. The locations are as follows: 1) 1051 East Cypress Street (1 tank); 2) 2081 Rancho La Merced Drive (1); 3) 502 Rancho Simi Drive (1); 4) 3001 North Roycove Drive (1, in County); 5) 739 East Ruddock Street (1); and 701 North Sunflower Avenue (3). For clarification on location, refer to the accompanying City Street Map. The eight reservoirs range in size from 100,000 to 3 million gallon capacity.

The City of Covina Water Department has approximately 8,000 meters, which are broken down into the following use categories: 1) residential, 75%, 2) commercial, 12%, 3) industrial, 10%, 4) governmental, 3%. The exact number of customers served is not known, though, according to officials with the Water Department, typical daily consumption averages approximately 9 to 10 million gallons per day, and all current water demands are being met. Average water pressures for both general consumer and fire suppression purposes are regarded as good, and water quality meets all applicable standards. (As mentioned previously, the relatively little water that the City extracts from the ground, which has been slightly contaminated with nitrates, is appropriately treated.) Moreover, Water Department officials believe that the City will continue to meet future water demands as moderate growth occurs. (Refer to Land Use Element for clarification on this area.)

Regarding conservation, a key topic of this Element, in 1991, during the height of a drought, the City adopted a Water Conservation Ordinance, which defines water conservation measures and establishes progressive rates and over-usage penalties to be followed throughout a water shortage emergency. During the course of implementing the Ordinance, the City Water Department monitors and evaluates projected supply and demand of water by local customers and issues progress reports to the City Council. The overall intent of the Ordinance is to conserve water during shortages without jeopardizing public health and safety. The City Water Department also offers residents and businesses conservation kits and provides occasional conservation-related inserts in utility bills. All City efforts in this area are consistent with and further the goal and policies of this Element (listed below).

Another key Covina water conservation activity concerns the Water-Efficient Landscape Ordinance, which was adopted in 1992 pursuant to State legislation. The Ordinance establishes clear, reasonable water conserving requirements pertaining to landscape and irrigation techniques and applies to all new or significantly enhanced/ expanded developments citywide. (For existing landscaped areas, excessive water use is discouraged through progressive water rates.) This tool, which actually was developed as a model ordinance for east San Gabriel Valley communities and is administered by the City Planning Division on a project-by-project basis in the Site Plan Review process, has worked well in conserving water.

As mentioned above, besides the City of Covina, three other water entities (Azusa Valley Water, Southern California Water, and Suburban Water Systems) provide water to approximately one-third of Covina properties. According to information received from these purveyors, the entities obtain their water from both ground water and surface sources, and all water, like that from the City, is monitored and meets the various water quality standards. Moreover, existing and future water pressures are deemed adequate, and all current and long-term demands can be met. Lastly, the three water providers also supply household conservation kits and furnish customers with general information on this topic.

2. Vegetation and flora

(Regarding the following three sections, as previously mentioned, detailed facts and information are described in the accompanying Technical Appendix.) Because of extensive development that has occurred in Covina over the years and considering the fact that about 90% of the community is flat, presently most vegetation consists of common annual grasslands, plants, and ornamental trees, which pervade in various public (e.g., street rights-of-way and parks) and private places. However, in addition to the above resources, there are areas of some biological significance in the generally hilly southeastern district (Covina Hills—refer to accompanying Natural Resources and Open Space Map), including eucalyptus, English walnut, pepper, and coast live oak tree species. One of the most significant ecological resources here—and in the entire City for that matter—is the riparian woodland community, which is situated in and around the previously mentioned unimproved portion of Walnut Creek. The riparian community, as described in the Technical Appendix, supports a wide variety of plant and animal species, though none in the Covina area are believed to be classified by the Federal or State government as "threatened" or "endangered." There is also a similar, second riparian area in the unimproved flood control facility along the southerly portion of Wingate Park. Both such communities are, again, illustrated on the accompanying Natural Resources and Open Space Map and are further discussed below under "wildlife and wildlife habitat."

Another important ecological resource in the southeastern portion of Covina is the coast live oak woodland (tree) community, which typically grows in ravines or on north-facing slopes and is supported by mesic soil and moderate weather conditions. Coast live oaks also serve a wildlife habitat function as well as enhance the district's unique ambience and appearance. It is further noted that other types of oak trees pervade both in Covina Hills and in sporadic locations of the flatlands. All oak trees in Covina are protected under local ordinance, a preservation mechanism that was established years ago in recognition of their statewide ecological and aesthetic value.

3. Wildlife and wildlife habitat, sensitive species, and fauna

Although Covina is a mature, generally built-out suburban municipality, the City flatlands, which constitute most of the area in the community, provide habitat for various wildlife species common to the region. Street trees provide cover, feeding, and nesting habitat for small birds and reptiles. Moreover, the annual grassland community, which pervades on most of Covina's private and public properties, serves as a feeding area for the small birds and reptiles and is used by burrowing mammals, such as pocket gophers, California ground squirrels, and deer mice. While the various accompanying plant species also provide habitat for many small mammals, both grassland and plant communities further support various raptorial birds.

The largest number and greatest diversity of bird, reptile, and animal species occur in the above noted riparian woodland and coast live oak woodland communities of the southeastern Covina Hills area. Riparian zones, another of which, as previously mentioned, runs through Wingate Park, provide wildlife and, to a lesser extent, aquatic life with basic habitat, space, movement corridors, food, and cover for various reptiles, birds, mammals, and amphibians. Also, these zones are utilized by birds of prey as well as by migratory birds and amphibians.

Furthermore, coast live oak woodlands are valuable habitat, as they provide acorn-related food, thermal cover, escape cover, and, because of their extensive canopies and dense foliage, nesting and perching for several species of reptiles, birds, and mammals. The leaves and twigs of oaks are a valuable browse material for foraging mammals. And a variety of insect species that are fed upon by reptiles, birds, and insectivorous mammals are attracted to this type of tree. As mentioned in the preceding section, other types of oak trees pervade throughout the entire community.

Lastly, it is reiterated herein that the City of Covina probably does not have any species considered sensitive or listed as endangered on any Federal or State register. Although the Technical Appendix discusses, based on earlier studies, one sensitive species of bird (the Least Bell's vireo) and one sensitive species of reptile (the San Diego horned lizard) as potentially existing within the City limits, their occurrence probability is considered low because current land use conditions are incompatible with these species' habitats. As illustrated on the accompanying Natural Resources and Open Space Map, in 1949, the San Diego horned lizard was identified in the northwest corner of the Planning Area (presently County territory) and, in 1984, the Least Bell's vireo was spotted approximately one-half mile to the west in what is now Irwindale. For clarification on these species and on their past and current ranges, refer to the Appendix. In general, although the bird and lizard were at one time seen at the indicated locations, they later were not identified by biologists preparing the Technical document. And surrounding the locations of the previously noted species, there had been new uses or developments that would appear to have precluded habitat subsistence. Regarding the Bell's vireo, none are expected to appear within or near the community, though, during migration, it is conceivable that an individual bird could make a short stopover in Covina for foraging purposes. Also, few, if any, areas of the City are expected to support populations of the horned lizard. However, small numbers theoretically could be present within the riparian woodland community in Walnut Creek Regional Park. Should any sensitive species be identified in the future, then appropriate conservation/preservation actions will be considered.

4. Air quality

Covina lies within the South Coast Air Basin (SCAB), the southern California State-designated air pollution control district that is known to have consistently poor air quality. This potentially unhealthy environment, which manifests itself in breathing difficulties, eye irritation, and other discomforts, has developed because of a combination of unique meteorological and naturally-occurring inversion conditions and excessively high pollutant emissions. Pollutant emissions in Covina emanate from both local and regional industries and commercial businesses (stationary sources) and motor vehicles (mobile sources), though the many thousands of cars and trucks operating on roads and freeways constitute approximately 70% of the emissions in the SCAB. The pollution problem most apparent in the Covina area is ozone, which results primarily from vehicle engine hydrocarbons.

Several Federal and State laws have been passed that mandate the control of stationary and mobile sources toward the end of meeting particular air-related standards by preventing further air pollution and, where feasible, improving air quality. The agency in the SCAB empowered to design and implement plans and programs that enforce these laws as well as to monitor pollutant levels is the South Coast Air Quality Management District (SCAQMD). Two of SCAQMD's chief pollution mitigation/abatement tools consist of the Air Quality Management Plan and what is simply called Regulation 15.

The Air Quality Management Plan, which was actually developed in conjunction with the Southern California Association of Governments (SCAG, the main regional planning agency) is comprised of various land use, transportation, and energy conservation control measures that, in terms of local government responsibility, focus on 1) controlling what are known as indirect sources of emissions, such as roads, highways, and parking facilities, which attract vehicles (or mobile sources) and, as previously stated, are the major sources of air pollution and 2) reducing vehicular trips by adopting such methods as employee ridesharing, compressed work schedules, telecommuting, and efficient, sensible land use planning. (For clarification on AQMD components, refer to the Land Use Element Study.) Local governments, which bear the primary responsibility for implementing the Plan, are required to adopt measures that best suit their needs. To date, the City of Covina has adopted an employee compressed work week schedule, offers ridesharing incentives, encourages the use of alternative transportation modes, developed and continues to support the Covina Metrolink Commuter Train Station, and encourages mixed use developments. (The AQMP also contains emissions regulations applicable to industries and commercial businesses, such as requirements for installing new pollution control devices or using clean-burning fuels. The Plan recognizes that local jurisdictions, through land use and circulation system controls, can play a role in reducing emissions from these direct sources.) It is noted that the AQMP is periodically updated to include new strategies and programs that reflect technological improvements, research discoveries, AQMD policy shifts, and/or lifestyle changes. Accordingly, City implementation of the Plan has and will continue to be modified as well.

Regulation 15, the other above-noted SCAQMD chief pollution mitigation/abatement tool, requires trip reduction and ridesharing programs for all employers with 100 or more persons. The intent of the program is to significantly reduce emissions from commuting vehicles, one of the chief purposes of the AQMP. The City of Covina presently operates and will modify, when needed, a viable trip reduction proposal, which, like the AQMP process and below-discussed Congestion Management Program (CMP), is administered through the City Environmental Services Department.

Lastly, the Metropolitan Transportation Authority (MTA)-administered Los Angeles County Congestion Management Program (CMP) in part attempts to mitigate air pollution and is therefore mentioned here as well. The CMP, which is described in detail in the Land Use Element Background Study and in the Circulation Element document, is a countywide measure that aims to relieve traffic congestion, improve air quality, and encourage growth management by linking land use, transportation, and air quality decisions. In general, traffic congestion reduction, air quality enhancement, and growth management are measured by the traffic impacts of new or expanded development proposals on a particular network of major streets. Azusa Avenue in Covina is on the CMP network. The City has been adhering to the intent of this program. Concerning all above-noted regional air quality plans and programs, Covina will utilize the General Plan process to fulfill all obligations to the greatest extent feasible and practical.

5. Soils

As stated in the previous section, because long-term urbanization and development in Covina have replaced and disturbed soil resources, soils in the community today have limited ecological and agricultural value. Notwithstanding this fact, to comply with general plan preparation guidelines, soil resources are discussed below.

As detailed in the accompanying Technical Appendix, there are two general soil types or associations in Covina, Hanford (2-5% slopes) and Ramona-Placentia (2-5% slopes). Both associations typically occur on gently sloping alluvial fans at elevations to approximately 3,500 feet, and vegetation types generally consist of annual grasses, forbs, chamise, sage, buckwheat, and juniper. (As previously discussed, vegetation in Covina is typically comprised of the annual grasses, various common shrubs, and ornamental trees.) Neither of these soils are known to be the substrate for plant species of limited distribution or sensitive classification. And it is noted that in most of the City soil erosion is not a major problem and that the soils generally handle natural drainage, subsoil permeation, and runoff well. However, flood waters along the unimproved segment of Walnut Creek in Covina Hills cause some erosion around the banks of the Creek. (Soil erosion is a natural process by which material is removed from the earth's surface.) But the severity of the problem is unknown and requires further study. (Refer to Safety Element for clarification on this issue.) Moreover, the soil associations are primarily utilized for residential, business, and/or, to a smaller degree, agricultural activities, though present and foreseeable land use patterns, development restrictions, and economic/market factors preclude and will continue to prevent agricultural uses.

The lack of agriculture as a planning/conservation issue in the community is further highlighted through analysis of the Land Capability Classification of the U. S. Soil Conservation Service. The Classification is a ranking tool that groups soils into classes (I - VIII) according to their suitability for agricultural use, based on soil characteristics and climatic conditions. Classes I (prime agricultural) and II (potential prime agricultural) typically constitute the greatest concern when existing in an area used or potentially suitable for agricultural purposes. According to information on file in the Covina Planning Division, there are no Class I soils within the City limits and limited Class II soils generally in the eastern portion of the community. Most of the soils range from categories III to VII (which vary from "limited agricultural use potential" to "unsuited for agriculture"). Despite there being some Class II soils in Covina, again, soil conservation and agriculture preservation are not considered planning issues. As stated above, Covina is generally built-out, and there are virtually no remaining agricultural activities. Future agriculture would be precluded by land use constraints, development regulations, and economic and real estate issues.

6. Minerals

In terms of general plan and conservation activities, minerals refer to aggregate resources, or rock, sand, and gravel, energy-producing fields, including oil, gas, and geothermal substances, and (for both) appurtenant mining operations. Concerning the aggregate resources, there are presently no mining activities in the City and none are expected in the future because of Covina's built-out character, land use restrictions, and the potentially negative environmental and "quality of life" impacts (e.g., noise, dust, and heavy truck traffic) typically associated with such operations. In fact, the Covina Zoning Ordinance prohibits the extraction or production of aggregates. And although, according to mineral-related State information on file in the City Planning Division, two subsurface areas in northern Covina probably contain certain mineral deposits, State officials presently have declared the areas insignificant because urbanization and potentially negative incursions preclude any extraction. (From a geological standpoint, Covina lies in the San Gabriel alluvial fan, of which the underlying sedimentary material was derived from rocks exposed in the San Gabriel Mountains to the north. The potential value of the San Gabriel alluvial fan as a source of quality sand and gravel for use as construction material has been recognized for years. There are presently eight aggregate production operations in the area, including a major facility in Irwindale, just west of Covina.)

Also, the State Division of Oil and Gas has indicated that there are no significant energy-producing minerals—or oil, gas, or geothermal fields—in the City. Therefore, there is currently no drilling or production of any of these elements. As was the case with aggregates, such drilling/production is and will continue to be expressly prohibited because of potentially negative land use, operational, and other incursions. In sum, issues associated with the management, drilling, extraction, and/or production of mineral resources are not of concern in the Covina General Plan process.

C. Listing Of Key Existing Natural Resource Issues

This area of discussion lists the key Covina natural resource issues, which are based on the facts and information presented in the previous section, related, salient material, and community input (see Chapter VII for clarification). Issues are important because they clarify key natural resource matters warranting attention and because, along with a detailed identification and discussion of natural resources themselves (the preceding section and Technical Appendix), issues form the basis for below-listed goals and policies and programs/ implementation measures. Refer to the previous section and to the accompanying Technical Appendix for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The natural resource issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Monitoring and regulating water quality and conditions.

2. Protecting ground water resources and remedying and handling existing ground water pollution problems.

3. Preserving and protecting flood control system-related ground water recharge areas or spreading grounds (except where the entire facility or a portion thereof is determined by appropriate analysis to be no longer needed).

4. Preserving and protecting unimproved segments of two flood control channels and concomitant riparian woodland communities for ecological, aesthetic, and other reasons.

5. Ensuring the adequacy of water supplies to meet existing and future demands and applications.

6. Continuing to follow various water conservation measures, such as the Water Conservation Ordinance, when necessary, the provision of water conservation kits, and, in reviewing development proposals, the Water-Efficient Landscape Ordinance.

7. Complying with the plans and programs of all levels of government pertaining to air pollution mitigation with various land use and transportation control measures outlined in the Land Use and Circulation Elements.

8. Discouraging land uses that contribute significantly to air pollution.

9. Enforcing the Covina Oak Tree Ordinance to best protect all oak tree resources.

10. Preserving existing mature trees in private developments and in public works projects.

11. Preserving and protecting parks and recreational facilities for recreational as well as ecological and aesthetic reasons.

12. Continuing to require landscaping in private development proposals and in public projects in accordance with City standards for aesthetic and ecological reasons.

13. Providing for needed landscape improvements to the City's parks and recreational facilities for recreational, ecological, and aesthetic reasons.

14. Encouraging the maintenance of landscaping in public areas and in private places.

15. Limiting development and minimizing grading in Covina Hills to preserve oak and other significant mature trees as well as natural features in the area.

16. Dealing with soil erosion occurring along the banks of the unimproved segment of Walnut Creek in Covina Hills.

17. Balancing all natural resource concerns with essential, ongoing economic development, commercial revitalization, housing preservation and accommodation, and community appearance and image enhancement efforts.

18. Committing to implement the natural resources component of the Element through following various documents, plans, and items and maintaining a viable inter-departmental approach.

PICTURE 1. VIEW OF GRAND AVENUE, LOOKING SOUTH FROM NEAR SAN BERNARDINO ROAD. BECAUSE COVINA IS PREDOMINANTLY FLAT AND BUILT-OUT, TREES ON STREETS AND PRIVATE PROPERTIES MAKE UP MUCH OF THE COMMUNITY'S PRINCIPAL VEGETATION.

PICTURE 2. UNDEVELOPED PORTION OF COVINA HILLS AREA, LOOKING WEST FROM THE CURVE THAT SERVES AS THE TRANSITION FROM SOUTH REEDER AVENUE TO EAST PUENTE STREET. THE COVINA HILLS DISTRICT IN THE SOUTHEASTERN PORTION OF THE COMMUNITY IS A SPECIAL, LOWER INTENSITY ENCLAVE THAT WARRANTS PROTECTION.

III. IDENTIFICATION AND DISCUSSION OF OPEN SPACE LANDS

A. General

As discussed in the Background chapter, according to State planning law, an area of land or water that is essentially unimproved and devoted to or designated as a State-defined open space use must be identified and discussed. Open space uses, under law, consist of four categories of activities: 1) preserving natural resources (such as plant or animal life or wildlife habitat); 2) managing the production of resources (like forest lands, rivers, or ground water recharge basins); 3) maintaining areas for outdoor recreation (e.g., parks and trails); and 4) protecting areas for public health and safety (relating to, for example, earthquake fault zones, flood plains, or unstable soil areas). The identification and discussion is intended to serve as a basis for goals, policies, and programs on open space preservation, utilization, and enhancement.

As previously stated, Covina is a mature and predominantly flat and built-out inland community with limited natural resources. Presently, open space issues focus primarily on citywide parks and related recreational facilities and trails, the third category noted above. The extent to which this area relates to natural resources is generally restricted to preserving the two riparian woodland communities (which falls under the first classification) and maintaining the two flood control spreading grounds or ground water recharge areas (included in the second category). All of the above open space lands are presented in the following section. It is noted that open space for protecting areas for public health and safety (the fourth State-defined classification) is a topic that is inapplicable to Covina.

B. Identification and Discussion of Covina Open Space Lands

As stated in the previous section, the below-listed open space use categories and appurtenant area types are discussed to the extent that important matters apply to Covina:

1. Open Space for the Preservation of Natural Resources
    a. Riparian woodland communities

2. Open Space for the Managed Production of Resources
    a. Flood control spreading grounds
    b. Improved flood control channels

3. Open Space for Outdoor Recreation
    a. City parks and related facilities
    b. Trails
        1) Bikeways
        2) Equestrian trail

1. Open Space for the Preservation of Natural Resources

a. Riparian woodland communities

As discussed in Chapter II and in the accompanying Technical Appendix, unimproved segments of two flood control channels support riparian woodland communities, which are an important ecological and aesthetic resource and therefore are worthy of preservation as an open space asset as well. These segments are 1) a stretch of the Charter Oak Wash running through the southern area of Wingate Park (just south of the Rail Line, between Grand and Glendora Avenues) and 2) the northerly portion of Walnut Creek (between Puente Street and an area near the terminus of Chaparro Road). Both segments are illustrated on the Natural Resources and Open Space Map. The latter riparian community as well as the channelized portion of Walnut Creek also run conterminous with or side on the Walnut Creek (horse and hiking) Trail, which is part of a countywide trail network (or, managed by Los Angeles County) and is addressed under the recreation section discussion below. (It is noted that although a generally unimproved creek runs through the below-described Jalapa Park, the creek is partially concreted and, according to the Appendix, is not a significant biological resource.)

Designating both riparian woodlands as "park," "open space," or another suitable category or as a flood control channel on the General Plan Land Use Map would be an appropriate preservation measure. The community around Walnut Creek supports both ecological and recreational functions, and, although the riparian area in Wingate Park serves primarily natural or biological purposes, the area lies in an established recreational facility and therefore is logically suited for this type of protection. Other safeguards for both communities could include establishing appropriate, compatible land uses on adjacent properties, general preservation policies, and sufficient building setback standards to maintain the integrity and full functionality of the stream channels. Although the City of Covina presently has no other lands or parcels under this area of discussion that warrant preservation through open space measures, City staff will endeavor to monitor future conditions, discoveries, and local policy changes and, when necessary, make appropriate General Plan amendments.

2. Open Space for the Managed Production of Resources

a. Flood control spreading grounds

As also discussed in the previous chapter, Covina has two County-managed flood control spreading grounds or ground water recharge areas that, because of their environmental and functional significance, constitute properties that legitimately qualify for open space preservation. The two facilities are 1) the Walnut Wash Spreading Grounds (at easterly terminus of Workman Avenue) and 2) the Ben Lomond Spreading Grounds (at southwest corner of Arrow Highway and Barranca Avenue). These two Spreading Grounds, which are components of the extensive Los Angeles County Flood Control system, could eventually accommodate passive or active recreational activities, a matter that warrants further study.

b. Improved flood control channels

Improved or fully-concreted flood control channels pervade the community (in areas illustrated on Natural Resources and Open Space Map), are linked to the previously mentioned two local spreading grounds, and are described in detail in the Circulation and Safety Elements. Because the channels indirectly pertain to or "manage" water, a vital resource, and, with respect to certain facilities, directly connect to unimproved washes with riparian communities, these improved flood control passages should be designated "open space" or the equivalent in the long term, comprehensive planning process. Such classification would also protect local residents against potentially inappropriate or incompatible uses or activities in these facilities from being established. In addition, the elevated flood control channel access areas or portions thereof could possibly be available in the future for bicycles or as walking trails or exercise courses.

3. Open Space for Outdoor Recreation

a. City parks and related facilities

1) Description of facilities

As previously stated, most of Covina's open space lands pertaining to recreation are comprised of public parks and related facilities. Parks are important public places that serve the passive and active recreational needs of and provide essential services for the citizenry. For example, children are provided easily accessible, low- or no-fee activities through structured programming provided by the City's Parks and Recreation Department or through the unstructured use of park amenities, such as playground equipment. Also, various open space lands have facilities to house wholesome, constructive youth and other activities like nonprofit sports leagues or scouting. Such facilities include baseball fields, soccer fields, roller hockey rinks, tennis courts, basketball courts, and buildings suitable for meeting purposes. Parks also provide youths with important after-school programs and activities. In addition, City parks benefit senior citizens a great deal too. Presently, the below-described Joslyn (seniors') Center at Kelby Park houses senior-oriented programming, including classes, entertainment, nutrition, and various unstructured activities. The Center also offers informational referral for legal, tax, and other services. Public parks benefit whole families as well in terms of facilitating passive activities, picnicking, playing sports, and more. And then there are organized groups, such as arts and crafts associations, that rely on open space lands for places to conduct their occasional activities. The significant role of parks in maintaining community image and vitality is particularly relevant in light of current and foreseeable demographic and development trends, which were discussed in the Land Use and Housing Elements and are elaborated on in the following section. It is noted that most matters and programs pertaining to Covina parks are administered by the City Parks and Recreation Department.

The Covina park system consists of nine parks and two ball fields. The City owns seven of the parks, two parks are leased from the Covina-Valley Unified School District, and recreational activities in the ball fields are conducted under leases with the Charter Oak Unified School District. Parks are located throughout the community and vary in size and facilities from Three Oak Park, a 0.2-acre passive area oriented for employees of an adjacent office park in the southeastern part of the community, to Wingate Park, which is over 16 acres in area and contains ball fields, tennis courts, a roller rink, and picnic areas in the eastern portion of the community. Covina Park, a 10-acre multi-amenity facility located just west of the downtown, is the community's oldest (established in the 1920s) and most heavily used park. Most of the community's public green spaces were developed during the building boom period of the '50s and '60s. The accompanying Natural Resources and Open Space Map shows the distribution of Covina parks and ball fields. In addition, Table 2 below describes the facilities by location, acreage, classification, and ownership. Concerning the categorizing of open space lands, the City classifies parks as follows:

PICTURE 3. HOLLENBECK PARK, ON HOLLENBECK AVENUE NEAR ARROW HIGHWAY. HOLLENBECK PARK IS A MAJOR, MULTI-AMENITY RECREATIONAL FACILITY.

TABLE 1. CLASSIFICATION SYSTEM FOR COVINA PARKS.

SCALE	SIZE	SERVICE AREA	CHARACTERISTICS
1. Mini Park	<1 acre	<.5 mile radius	In close proximity to and targeting multi-family housing
2. Neighborhood Park	<10 acres	<2 mile radius	Field and/or court games offered, playground, picnicking, etc.
3. Community Park	$\geq$ 10 acres	Citywide	Neighborhood Park types of activities but also may include larger-scale athletic facilities, more diverse types of recreation (running from passive to highly active), and may act as a focal point for community activities
4. Regional Park	$\geq$ 15 acres	Beyond City limits	Affords unique recreational opportunities that may entail specialized athletic facilities and may provide a "natural quality"
5. Specialty Use	Varies	Varies	An area that fulfills passive and/or recreational needs, though because of unique features is not a park

The City thus categorizes parks according to size, service area, and characteristics or amenities, which, for all facilities, are presented in Table 3. For additional information on the open space lands, refer to the Covina Park System Master Plan, which contains, among other things, a comprehensive inventory and assessment on City parks and is discussed below.

TABLE 2. COVINA PARKS AND BALL FIELDS.

	NAME	LOCATION	ACREAGE*	CLASSIFICATION	OWNERSHIP
1.	Barranca Park	669 South Barranca Avenue	6	Neighborhood Park	Covina-Valley Unified S. D.
2.	Covina Park	303 North Fourth Avenue	10	Community Park	City of Covina
3.	Cypress Park	320 West Covina Boulevard	4	Neighborhood Park	Covina-Valley Unified S. D.
4.	Edna Park	220 West Edna Place	2	Neighborhood Park	City of Covina
5.	Heyler Field	303 South Glendora Avenue	2	N/A°	Charter Oak Unified S. D.
6.	Hollenbeck Park	1250 North Hollenbeck Ave.	10	Community Park	City of Covina
7.	Jalapa Park	1321 East Garvey Ave. North	2	Neighborhood Park	City of Covina
8.	Kelby Park	815 North Barranca Avenue	6	Neighborhood Park	City of Covina
9.	Savoy Field	1359 East Cypress Street	2	N/A°	Charter Oak Unified S. D.
10.	Three Oak Park	829 Oak Park Road	<1	Mini-Park	City of Covina
11.	Wingate Park	735 North Glendora Avenue	17	Regional Park	City of Covina
	Total		62		

*Rounded to nearest whole number.
°Facility is not assigned park classification because it contains only one ball field and is used exclusively for baseball/softball purposes.

Hence, the City presently has 1 mini-park (1% of acreage total), 5 neighborhood parks (32% of total), 2 community parks (32% of total), 1 regional park (27% of total), and 2 (non-classified) ball fields (7% of total. There are currently no specialty use facilities in the community.) Table 2 illustrates that over the years property leases between the City and local school districts have been a viable method for augmenting the City's network of parks. By establishing its own park classification system, the community is able to describe the scale and scope of its current and future parks in suitable terms.

TABLE 3. COVINA CITY PARK AMENITIES.

	PARK								
AMENITY	BARRANCA	COVINA	CYPRESS	EDNA	HOLLENBECK	JALAPA	KELBY	THREE OAK	WINGATE
Bandshell		yes							
Baseball Field(s)	yes	yes	yes		yes				yes
Basketball Courts		yes			yes				yes
Community Room		yes					yes		
Drinking Fountains	yes	yes	yes		yes		yes		yes
Football Field					yes				yes
Historic Structure(1)		yes							
Horseshoe Pit		yes							
Irrigation - Automatic		yes	yes	yes	yes	yes	yes	yes	yes
Irrigation-Manual	yes								
Jogging Track		yes							
Joslyn Center							yes		
Lighting		yes					yes		
Parking Lot(s)	yes	yes	yes		yes		yes		yes
Picnic Tables	yes	yes	yes	yes	yes	yes	yes	yes	yes
Picnic Shelter		yes							yes
Playground	yes	yes		yes	yes	yes	yes		yes
Recreation Hall		yes							
Restrooms	yes	yes			yes		yes		yes
Scout Houses					yes		yes		
Snack Bar	yes	yes	yes		yes		yes		
Soccer Field					yes		yes		yes
Softball Field(s)	yes	yes	yes		yes				yes
Swimming Pools		yes							
Tennis Courts		yes							
Wash						yes(2)			yes

(1) A locally-determined historic structure (former residence).
(2) Wash is partially improved; ecological value is limited.

Table 2 and the Natural Resources and Open Space Map show that although the parks and ball fields are located throughout the community, over 60% of the total green space is situated between Hollenbeck and Barranca Avenues, the central portion of Covina. This fact and other challenges are discussed in the following section. Also, of the approximately 62 acres of open space lands identified in Table 2, the City owns about 77% of the area. However, as previously stated, joint-use agreements with owners of the other 23% of the lands, the Covina-Valley Unified and Charter Oak Unified School Districts, ensure sufficient access for local citizens. All of Covina's recreational facilities can therefore be described as diverse, primarily urban, and aging.

In addition to Covina's eleven parks and ball fields in which principal or City-administered leisure opportunities are provided, the Covina-Valley and Charter Oak School Districts and large private schools manage several campuses in and around Covina that provide supplemental green space and recreational facilities, such as gymnasiums, to City residents. Technically, schools in other districts would be accessible, too. But utilization of campuses (except where above-noted joint-use agreements exist) is often limited to non-school hours and, when groups such as youth sports are involved, is subject to school district-imposed fees and/or restrictions. And schools cannot be heavily relied upon in light of the fact that, as discussed below, many campuses have been closed and redeveloped to other (usually residential) uses because of changes in demographics and school district administrative policies. The previously mentioned matter of restrictions is also an issue when discussing parks and facilities in surrounding cities and Los Angeles County, of which Covina residents arguably use but the City of course has no administrative control over. Nevertheless, because of their generally broader service areas, larger sizes, and greater amenities, County facilities near Covina are worthy of discussion. Charter Oak Park, at 20261 Covina Boulevard, an unincorporated neighborhood (between Glendora and Bonnie Cove Avenues) and Walnut Creek Regional Park, which is located within the City limits of Covina near the "Reeder-Puente" curve in the Covina Hills area, are the closest County-operated facilities. Charter Oak Park is a 19-acre open space land providing generally similar amenities to those found in City parks, such as ball fields, basketball courts, and playgrounds. Over the past few years, because of Los Angeles County budget problems and below-described City open space shortfalls, several discussions regarding potential City lease or aquisition of the Park have occurred. The second County facility close to Covina is the Walnut Creek Regional Park, which, as previously mentioned, actually lies in the City. Walnut Creek Park is an approximately 11-acre facility that is generally unimproved or rural in character and provides a passive or naturalistic setting and staging area for the traversing Walnut Creek (horse and hiking) Trail.

Other County facilities within reasonable access to Covina residents are: Bonelli Regional County Park (120 Via Verde Park Road, San Dimas); Dalton Park (18867 East Armstead Street, Azusa); the Los Angeles County Fairgrounds (Pomona); the Los Angeles State and County Arboretum (301 North Baldwin Avenue, Arcadia); Marshall Canyon Golf Course (6100 Stephens Ranch Road, San Dimas); San Dimas Canyon Park (1512 North Sycamore Canyon Road, San Dimas); and the Santa Fe Dam Recreation Area (1550 East Arrow Highway, Irwindale).

Concerning the State of California and the Federal government, there are no State parklands immediately available to Covina residents, though the northerly Angeles National Forest, which is managed by the United States Forest Service, is within ten miles of the City. The Angeles National Forest is comprised of foothills and mountains and provides a rustic experience that cannot be replicated in Covina's parks. All above-mentioned County, State, and Federal facilities are shown in Figure 12 of the Covina Park System Master Plan (see below for clarification on this Plan).

2) Assessment of present and future demands

From the standpoint of the general plan, evaluating how well a community's parks and ball fields meet local demands is primarily a function of the sufficiency of total open space acreage, though the adequacy of park amenities and features is a topic that also warrants discussion. Concerning the total open space acreage for Covina recreational facilities, as indicated on Table 2 above, Covina presently has about 62 acres of parkland. Combining the acreage figure with the City's most recent population count (46,452, as of January 1, 1997) reveals that Covina has 1.3 acres of open space for each 1,000 residents. This ratio is significantly below the generally accepted, national guideline (established by the National Park and Recreation Association, or NPRA) of 2.5 to 4.0 acres of parkland for every 1,000 population, meaning, as far as this barometer is concerned, that park demands are not being met. This deficiency has hampered the City for many years and, unless corrective policies and measures are adopted and followed, the shortfall would be exacerbated in the future because of various demographic, socio-economic, and housing development trends.

In the first place, between 1980 and 1997, because of general growth and annexations, Covina's total population increased by over 37% (from 33,751 to 46,452). The 1980s in particular was known as somewhat of a "mini-boom" period. But during this 17-year interval, relatively little parkland was added/developed. Moreover, the character of the population has been changing to one that tends to be more dependent on recreational facilities. In the '80s, Covina's youth (defined as age 17 and below) and senior citizen (age 65 and above) populations increased by, respectively, 22% (to 25% of the total) and 42% (to about 11% of the total). These two segments, which presently comprise about 36% of the local population, have been the City's focus of attention in addressing open space and recreation needs because of the mobility limitations commonly associated with youths and seniors. Other demographic indicators point to rising incidences of single-parent households, lower income families, and outright poverty. Refer to the Housing Study of the Housing Element for clarification.

In addition to the above factors, changes in the composition of Covina's housing stock have had a major impact on increasing park demands. Specifically, since the '70s, because of decreasing amounts of vacant land, rising land values, and often favorable zoning provisions, more and more multi-unit housing complexes have been built. In fact today, over 40% of the City's housing is comprised of apartments, condominiums, and townhomes, which is considered a high percentage for a community in the east San Gabriel Valley. (Again, refer to Housing Study for further details.) Such types of dwelling units have less open space for each dwelling unit than traditional single-family detached residences, and older complexes built under previous standards or structures erected under County review are particularly lacking in recreational areas. This condition is most problematic for minors. Lastly, at least to a certain extent, the previously mentioned closure and redevelopment of school district campuses, which have supplemented local parks for recreational purposes, has decreased available green space. Several schools in Covina have been closed (and typically rebuilt to residential uses) because of smaller increases in the number of school-age children, of which school district officials believed warranted less classroom space, and changing school district administrative policies that called for operating less underutilized campuses. Also, many school administrators and lay persons believe that school facilities were overbuilt in the '50s and '60s. It is again noted that as far as the City of Covina is concerned, the absolute number of children continues to rise, an important indicator for assessing future park needs.

The above trends, particularly population, demographic, and housing, are expected to continue in the future, thus exacerbating Covina's open space deficiency. Concerning population growth, for example, the Land Use and Housing Elements project that at the time of General Plan build-out, shortly after 2010, Covina theoretically could have almost 25,000 more residents (71,254 total) over existing conditions (if all currently unincorporated areas were to be annexed to the City and every presently vacant or underutilized parcel were to be built to full potential). This means that should no additional parkland be developed or added (other than Charter Oak and Walnut Creek Parks, which, as previously mentioned, are now managed by the County but may be acquired by the City), Covina's ratio of park acreage to each 1,000 population would remain at 1.3. To meet the "low end" of the above-mentioned NPRA recommended park standard (a 2.5 ratio), the City would have to add/develop 86 acres of green space. This is extremely difficult, if not impossible, to accomplish in a community like Covina, which is well established, predominantly built-out, appears lacking in major underutilized lands suitable for conversion to full-scale parks, and faced with major park funding limitations. Covina's overall situation with respect to parkland needs is illustrated in Table 4.

TABLE 4. COVINA PARKLAND NEEDS

	POPULATION	PARK ACREAGE	STANDARD - ACRES/1000 PEOPLE	ADDITIONAL ACREAGE NEEDED(1)
PRESENT	46,452 (2)	62	1.3	54
AT GENERAL PLAN BUILD-OUT	71,254 (3)	92 (4)	1.3	86

(1) Refers to additional acreage needed to achieve 2.5 acres to each 1,000 population, the recommended minimum parkland standard of the National Park and Recreation Association.

(2) Includes currently designated City territory only.

(3) Assumes future City territory encompasses entire Planning Area.

(4) Number assumes no new parks are developed/added but does include 2 facilities in area presently managed by the County.

A problem related to the overall green space deficiency is that existing facilities are not evenly distributed throughout the community. Over 60% of the park and ball field acreage is located between Hollenbeck and Barranca Avenues. And many blocks and neighborhoods that are outside of this central section (or, the western and eastern districts of Covina) consist of apartments, condominiums, townhouses, and mobile home parks, the residents of which, as previously stated, tend to be more park-dependent.

As indicated in the beginning of this section, the General Plan process also addresses the adequacy of park amenities and features in existing facilities. Table 3 above illustrated the various amenities found in Covina's parks and ball fields. As previously noted, the City's recreational facilities are diverse, though aging. Therefore, according to the City's Parks and Recreation Department, many improvements in park amenities are needed in order for Covina to adequately serve a growing, changing population. In fact, because of the City's built-out character and funding limitations, the rehabilitation and enhancement of existing facilities likely will be more viable than acquisition and development of new open space lands.

Over the years, the chief documents in which necessary park improvements have been presented, discussed, and prioritized have been the annually updated, five-year Capital Improvement Program (CIP) and corresponding City Budget. For example, under both "funded" and "unfunded" sections, the current CIP lists, for various facilities, a range of proposals relating to the addition or enhancement of the following key features: ball fields, benches, curb ramps, drinking fountains, landscaping and irrigation systems, lighting (security and athletic), parking lots, picnic facilities, playgrounds, recreation and maintenance buildings, restrooms, signage, and walkways. It is important to point out that in recent years the City has undertaken many of the above and other enhancement projects pertaining to certain parks, thus following long-standing policies to stabilize and preserve existing facilities in a reasonable fashion to the greatest extent possible. And major proposals that will confer significant, long-term benefits on the community have recently been completed or are nearing fruition, including the reconstruction of the pool complex at Covina Park, the complete redevelopment of Edna Park, the expansion of the Joslyn Senior Center at Kelby Park, and the first phase of the Wingate Park improvement project (addition of paved parking, picnic facilities, roller hockey rinks, basketball courts, restrooms, and more).

Despite all the enhancements that have been done up to this point, many more park improvements or additions are in fact needed to ensure the suitability and functionality of Covina's recreational facilities for current and future, increasing users. For example, according to the Parks and Recreation Department, the City shows strong demand for a youth center and a gymnasium. In addition, continued, appropriate maintenance of parks and ball fields is essential as well. As is the case with roads, water mains, and other components of the City's infrastructure, the features in Covina's parks are aging (and, in some instances subject to abuse) and therefore require more attention and upkeep. Unfortunately, budget reductions have and likely will continue to hinder maintenance efforts. The importance of park improvement and maintenance is underscored by the fact that, as previously mentioned, the City's built-out character and other constraints will likely hinder acquiring and developing additional parkland (or, resolving the identified shortfall in total open space acreage). Nevertheless, both park development and facility enhancement and maintenance are important matters that warrant appropriate, below presented policies and programs as well as further analyses. Also, these matters will have to be carried out in a manner that is cost effective, prioritized, systematic, and reflective of community sentiment/ desires and City Council policy orientations. Lastly, it is noted that many of the challenges on this topic facing Covina have been addressed in the community's Park System Master Plan, which is discussed separately in the following section.

3) Covina Park System Master Plan

To best define and address the community's open space-related challenges and deficiencies noted in the previous section, the City Parks and Recreation Department recently prepared—and in September 1995 the City Council adopted—the Covina Park System Master Plan. This Plan, which was developed based on an extensive citizen input process and on a thorough identification of applicable issues, mandates, considerations, and user demands, contains a comprehensive inventory and assessment of existing recreational facilities and sets uniform, consistent standards, guidelines, and policies for the improvement, development, maintenance, and utilization of all open space lands. The proposal includes detailed sections on park enhancement funding and prioritization and implementation. In short, the Master Plan is a tool that will guide decisions and actions on park-related matters over the next 20 years.

In preparing the Natural Resources and Open Space Element, the Planning staff has incorporated the following provisions of the Park System Master Plan (not listed in any particular order) that directly relate to the General Plan update process:

1. An appropriate goal for future park acreage would be 2.0 acres for each 1,000 population (to be achieved by the final or 20th year of Master Plan implementation).

2. The lease of property held by school districts or other entities augments the quantity and variety of City parkland, and, therefore, future leases of land would be a viable approach toward meeting park acreage goals.

3. Future capital facilities or amenities that are particularly needed in the City are a youth center, development of a ball park with approximately 4 fields, and a gymnasium.

4. In light of the City's built-out nature and funding limitations, Covina should consider practical, creative approaches to acquiring additional open space acreage, including, but not limited to, the development of mini-parks, small neighborhood parks, and specialty parks, which do not require a high level of consolidated land. The City should also consider converting previously developed properties for use as park space through leasing additional school district campuses, leasing church or institutional properties, purchasing or leasing vacant residential lots or parcels where housing is no longer viable, and converting existing public rights-of-way to recreational uses.

5. Because of recent and potentially additional budget freezes and reductions, the City must consider that future park development be comprised of low-maintenance facilities, and, considering the upkeep of open space resources in general, that the City prioritize maintenance such that the safety of park users is a top priority, when necessary.

6. Rehabilitation or renovation of existing parks and facilities should generally take precedence over the establishment of new parks and facilities.

7. To best describe the scale and scope of its current and future parks, the City should continue to utilize its own park classification system.

8. Park design must take into account the personal comfort of parks users, including, where desired, reasonable access to restrooms.

9. Although aesthetic characteristics and the prioritization of aesthetic improvements will vary from park to park, to the extent feasible, there should be complementary color schemes in each park.

10. The City must endeavor to comply with Federal and State laws and guidelines concerning access for individuals with disabilities, safety components (e.g., pertaining to playgrounds), and pesticides.

11. The community must comply with all State and local laws relating to water conservation, such as Covina's Water-Efficient Landscaping Ordinance.

12. The City should visibly follow the recycling efforts expected of its residents and should comply with all California Environmental Quality Act (CEQA) regulations relating to the environmental impacts of park projects.

13. Covina will continue to pay particular attention to the open space/recreational needs of young people and seniors, who presently and will likely continue to comprise the majority of park users in the community.

14. Where organized, consistent activities, such as arts and crafts exhibits, or occasional events, like fairs, occur in parks, the City will attempt to balance, on the one hand, the needs of activity participants with, on the other hand, the legitimate open space/recreational demands of citizens and the concerns of park neighbors pertaining to actual or perceived incursions.

15. Because of limited financial resources, future improvements to the Covina park system must be prioritized.

16. In expanding and enhancing its network of open space lands, the City will have to strike a reasonable balance between costs versus benefits, whereby the community would be able to develop and sustain a park system that embodies community recreation, ensures public safety, and encourages optimum usage of available green space, while avoiding an undue financial burden.

17. In funding future park enhancements, the most viable methods appear to be monies from available grants or various foundations, though the City should consider other alternatives, including (in general order of estimated reliability and practicality of source) establishing a citywide landscape district, a special tax, user fees, community donations/corporate sponsorships, bonds, establishing a nonprofit organization, general fund monies, funding from the Covina Redevelopment Agency (CRA), and/or certificates of participation.

The above provisions of the Park System Master Plan have been incorporated into the below-presented goal, policies, and programs/implementation measures. For clarification on any of the above statements, refer to the Park System Plan. It is noted, however, that, in relation to the General Plan revision process, the Plan is not considered to be adopted by reference. Therefore, minor or inapplicable changes or updates of the document do not necessarily trigger a General Plan amendment.

b) Trails

1) Description of facilities

Covina has limited trail-related networks that supplement the park system in addressing the recreational needs of the City's residents. A few streets are designated as bicycle ways, and there are two equestrian/hiking trails that run through the community, as depicted on Map 2. These networks are discussed below.

The City has a small, 3 1/2-mile network of bicycle routes on portions of various primary and secondary arterial and collector streets, as defined in the Circulation Element, namely Lark Ellen, Hollenbeck, and Grand Avenues and Badillo Street as well as a single, approximately mile-long bike lane on a stretch of Glendora Avenue, from Badillo to Cienega Streets. In general, routes provide for sign-designated bike travel on streets on a basis that is non-restricted or shared with vehicles. Bicycle lanes, on the other hand, provide for restricted (during school hours only), one-way bike travel on a striped lane of a street.

The bicycle today finds and will continue to attract both functional and recreational usage. From a functional standpoint, nonmotorized transportation is important for persons such as students, employed individuals who cannot afford a car, and persons running an errand. On the recreational side, bicycles provide an opportunity for individuals, families, and groups to get exercise, socialize, and experience the outdoors. Many private retail stores and commercial and public centers in Covina have bike racks, which facilitate bicycle usage. The bikeways of Covina were established in the 1970s as part of a regional network of bike lanes and routes and today facilitate a viable alternative means of transportation. Much of Covina's bike usage of course occurs on non-bikeway streets as well. For additional details on bikeways, refer to the Circulation Element.

The other facet of Covina's trail network pertains to two trails suitable for both equestrian and hiking purposes. These facilities, as illustrated on the Natural Resources and Open Space Map, are located in the hilly, less intensively developed southeastern area and are, first of all, the Peter F. Schabarum or Walnut Creek Trail, which runs along or close to Walnut Creek (part of which is along the previously mentioned, environmentally sensitive riparian habitat) and in and near the Village Oaks Office Park and is one segment of a major regional path that stretches from the base of the San Gabriel Mountains (in Claremont) to the Pacific Ocean (in Seal Beach). A portion of this trail passes through Jalapa Park. The second facility is a "general County trail" that branches off from the Walnut Creek Trail at Holt Avenue and Park View Drive and then runs on Holt and Covina Hills Road, where it connects to an extensive system of paths in the City of San Dimas. All such routes in Covina (incorporated and unincorporated territories) total approximately 4.5 miles.

Unlike the bikeways, the trails serve primarily a recreational function (as opposed to both recreational and functional purposes) and serve fewer residents (generally in the southeastern district), particularly relating to horses. But the trails also reinforce the more rural atmosphere of the Covina Hills area. Therefore, they provide another dimension to the City's open space lands and, along with bikeways, are worthy of utilization and preservation.

2) Assessment of present and future demands

Unlike relating park acreage for every 1,000 residents in a community, there is no common, generally acceptable standard for evaluating the adequacy of trails. Trail suitability is a subjective matter that typically varies from community to community according to the extent of existing facilities and local location, character, demographic and economic factors, needs, and sentiments. In Covina, based on observations and analyses of several applicable factors, including current trail networks, demographic characteristics, and citizen views ascertained from various citizen participation measures (see Chapter VIII below), staff believes that bikeways currently and will continue to receive much more usage than the equestrian/hiking trails. Therefore, while it appears reasonable to continue maintaining both trail/route networks, future enhancement/expansion efforts should focus on the bikeway system. The extent to which bikeway improvements are warranted is an issue that requires further study. In other words, as indicated in the program section, on an ongoing basis, Covina officials will consider resident demands in developing any proposals in this area. It is important to point out, however, that the City views dealing with the previously discussed deficiencies in total open space acreage and in the inadequate or incomplete features of many parks as the highest recreational priority.

3) Linkages to State trails network

When discussing trails in the General Plan, under law, the City is also required to "consider the feasibility of integrating its trail routes with appropriate segments of the State system." In preparing this Element, the City spoke to officials from the State Department of Parks and Recreation and reviewed the most current California Recreational Trails Plan. There are no portions of the statewide network (which covers hiking, equestrian, bicycling, boating, and off-highway trails/routes) that run in or within many miles of Covina. Therefore, this matter is moot. (As discussed earlier, however, the northerly, Federal-managed Angeles National Forest has many trails and is indirectly linked to Covina via bikeways and equestrian/hiking routes. But the exact recreational benefit conferred to local residents by this obtuse connection is difficult to quantify.) The City will monitor for any changes in the State Trails Plan relating to Covina.

C. Listing of Key Existing Open Space Issues

This area of discussion lists the key Covina open space issues, which are based on the facts and information presented in the previous section, related, salient material, and community input (see Chapter VII for clarification). As stated in the section on natural resources, issues are important because they clarify key open space matters warranting attention and because, along with a detailed identification and discussion of open space resources themselves (the preceding section and Technical Appendix), issues form the basis for below-listed goals and policies and programs/implementation measures. Refer to the previous section, to the accompanying Technical Appendix, and to the Covina Park System Master Plan for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The open space issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Preserving and protecting all parks, ball fields, and schools to maintain recreational opportunities.

2. Maintaining joint-use agreements with school districts to provide Covina residents with open space lands that supplement the City's park system.

3. Preserving and protecting unimproved segments of two flood control channels and concomitant riparian communities for recreational, ecological, aesthetic, and other reasons.

4. Preserving and protecting various improved flood control channels for functional, potential recreational, and other reasons.

5. Recognizing that the City has an open space deficiency and attempting to resolve the problem by acquiring and developing additional parkland, whenever feasible.

6. Attempting to locate new parks where most needed, such as in the western and eastern portions of the community or in neighborhoods with multiple-family housing.

7. Considering creative approaches to parkland acquisition, such as through developing mini-parks and small neighborhood parks, converting previously utilized properties, and obtaining additional joint-use agreements with school districts.

8. Continuing efforts to enhance existing parks and recreational facilities to improve overall park use, safety, and appearance.

9. Placing a higher priority on park enhancement and rehabilitation than on park development, in general.

10. Considering the Covina Park System Master Plan as a framework for addressing and resolving various park-related deficiencies.

11. Paying particular attention to the recreational needs of the City's less mobile segments, such as young people and senior citizens.

12. Monitoring demographic, socio-economic, and other trends in Covina to detect any needed changes to City recreational strategies or programs.

13. Offering sufficient, cost-effective programs and services to address local needs and interests.

14. Providing for the adequate, efficient use of park and recreational facilities and resources.

15. Handling and maintaining the City's limited networks of bicycle ways and equestrian/hiking trails.

16. Using the City's park classification system as the appropriate tool for categorizing and enhancing the City's park system.

17. Considering various factors in the design of new or remodeling/enhancement of existing recreational facilities, including attractiveness, functionality, accessibility, durability of materials, appropriateness and water efficiency of landscaping, potential negative impacts on adjacent properties, and, in particular, public safety.

18. Prioritizing needed park amenities and facility enhancements, focusing on the Covina Park System Master Plan and City Capital Improvement Program as bases for decision-making.

19. Considering to establish building setback standards along the unchanneled portions of the two unimproved flood control channels for environmental protection purposes.

20. Ensuring that changes to bicycle ways and equestrian/hiking trails meet the appropriate design and access requirements.

21. Providing adequate, cost-effective maintenance of park and recreational facilities and trails, utilizing as many resources as available, and regarding safety for park and trail users as a top priority.

22. Providing adequate handicap accessibility in new and enhanced parks and recreational facilities and regarding the retrofitting of existing facilities as a high priority.

23. Balancing the needs of various park users, including general recreation-seeking citizens and organized groups.

24. Following appropriate security measures, such as sufficient supervision, in the operation of parks and recreational facilities to discourage and combat, among other problems, graffiti and vandalism and regarding public safety in parks and recreational facilities as a high priority.

25. Continuing to require residential developments to contain minimum on-site open space in accordance with City standards to supplement public facilities.

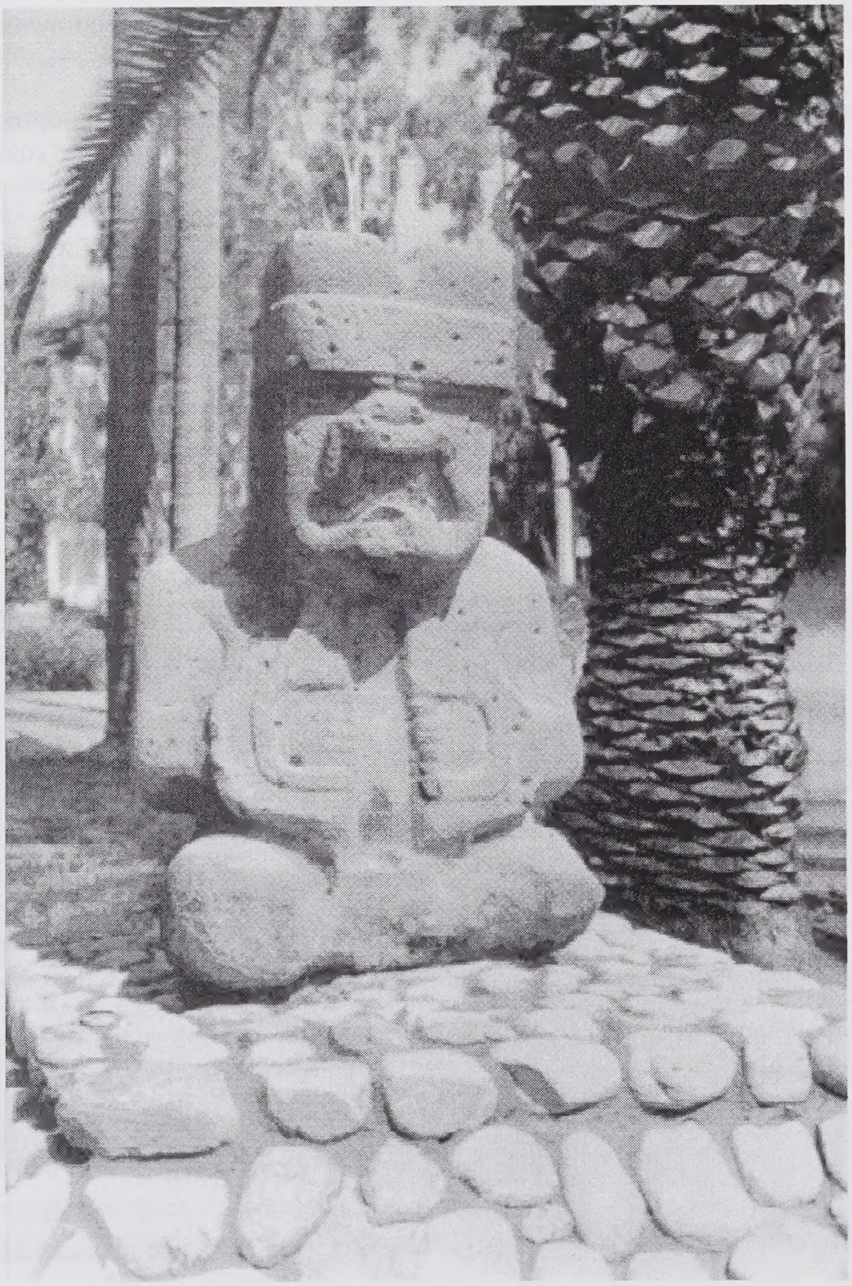
26. Maintaining a land use plan and concomitant standards that best support and further City park and recreational efforts.

27. Balancing all park and recreational concerns with essential, ongoing economic development, commercial revitalization, housing preservation and accommodation, and community appearance and image enhancement efforts.

28. Committing to implement the parks and recreation component of the Element through following various documents, plans, and items and maintaining a viable inter-departmental approach.

29. Ensuring that funding mechanisms and sources for park and recreational facility development, enhancement, and maintenance are viable, cost-effective, and administratively and financially feasible as well as reflective of guidelines established in the Park System Master Plan.

PICTURE 4. JALAPA PARK, NEAR HOLT AVENUE AND THE SAN BERNARDINO FREEWAY. THIS SMALLER PARK SERVES RESIDENTS AND BUSINESSES IN THE SOUTHEASTERN PORTION OF THE COMMUNITY.



PICTURE 5. DIOS JAGUAR STATUE IN JALAPA PARK, NEAR HOLT AVENUE AND THE SAN BERNARDINO FREEWAY. THE STATUE, WHICH WAS A GIFT TO COVINA BY ITS SISTER CITY, XALAPA, MEXICO, IS ONE OF A FEW CULTURAL RESOURCES LOCATED IN THE COMMUNITY'S PARKS.

IV. GOALS AND POLICIES

A. General

As stated in the Introduction above, the goals and policies of this General Plan chapter are important because, along with the below-presented implementation measures, they serve as the chief tools with respect to local decisions and actions in evaluating natural resource matters, open space land issues and proposals, private developments, and public projects. The goals and policies, again as previously indicated, are based on the community's key natural resource- and open space-related conditions and issues (described in, respectively, Chapters II and III above), which were both identified by City staff and ascertained through public comment. In theory, then, the goals and policies presented here (and accompanying implementation measures) bridge the gap between where the community is and what type of city it wishes to become. As was the case with the discussion of conditions and issues, the natural resource and open space goals and policies are presented below in separate sections, a format that the City believes is most appropriate. However, in recognition of the interrelatedness of the two areas, several policies overlap.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate clear local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

B. Goal and Policies - Natural Resources

In applying the two terms to natural resources, one goal and several policies are utilized. All policies are listed within a framework relative to three topical areas. The City believes that this organization is most logical and best suited for preserving identified natural resources. The goal is:

> A setting in which a high environmental quality is achieved through the bona fide conservation and protection of existing natural resources.

The remainder of this section is devoted to the policies. For each topical area, policies are listed in no particular order. The three topical areas are:

1. Water resources and air quality

2. Vegetation and wildlife

3. General matters

The topical areas are not entirely mutually exclusive, and, therefore, some policies from different groupings are similar. Also, the goal and policies are applied on a citywide basis, unless expressly stated otherwise.

1. Policy Area 1

Water Resources and Air Quality

The City shall:

a. Support the efforts at all levels of government to monitor and regulate water quality and conditions, ensuring that all applicable standards are met.

b. Support the efforts at and various codes and standards of all levels of government to protect ground water resources from depletion and sources of pollution, such as soil-leaching hazardous materials.

c. Support Federal, State, and regional efforts to remedy existing ground water pollution problems.

d. Continue local efforts to handle ground water contamination problems, including, but not limited to, shutting down or reconstructing water wells and appropriately treating water from operating wells to meet all applicable water quality standards.

e. Ensure that existing flood control system-related ground water recharge areas or spreading grounds (Ben Lomond at the southwest corner of Arrow Highway and Barranca Avenue and Walnut Wash at the easterly terminus of Workman Avenue) are preserved and protected via land use regulations (except where the entire facility or a portion thereof is determined by appropriate analysis to be no longer needed) and, when utilized, guarded against illegal discharge into surface waters (that feed ground water basins).

f. Preserve and protect in their natural conditions, through appropriate land use controls, development standards, and any other reasonable measures, the unimproved segments of two flood control channels running through Covina (Charter Oak Wash in Wingate Park and Walnut Creek in the Covina Hills/southeastern area) and concomitant elements, such as soil conditions, as important functional, ecological, biological, aesthetic, and passive open space resources.

g. Minimize the alteration of drainage patterns in Covina Hills to preserve the stream flow in and immediately abutting the unimproved section of Walnut Creek.

h. Handle the problem of soil erosion occurring along the banks of the unimproved portion of Walnut Creek and elsewhere.

i. Ensure the adequacy of water supplies to meet all existing and future demands and applications, particularly public safety.

j. Where necessary, work with other water providers serving Covina residents and businesses to ensure sufficient service and to communicate important issues and needs.

k. Ensure adequate water pressure for all uses and purposes.

l. Follow the Covina Water Conservation Ordinance, when necessary, and provide conservation kits and general information to best promote water conservation.

m. Follow the City's Water-Efficient Landscape Ordinance for the sites of new and significantly expanded/remodeled developments as a viable conservation tool.

n. Encourage the incorporation of water conservation features in the design of all new and significantly expanded/remodeled developments and in the installation of conservation devices in existing developments, including, but not limited to, low-flow toilets and shower registers.

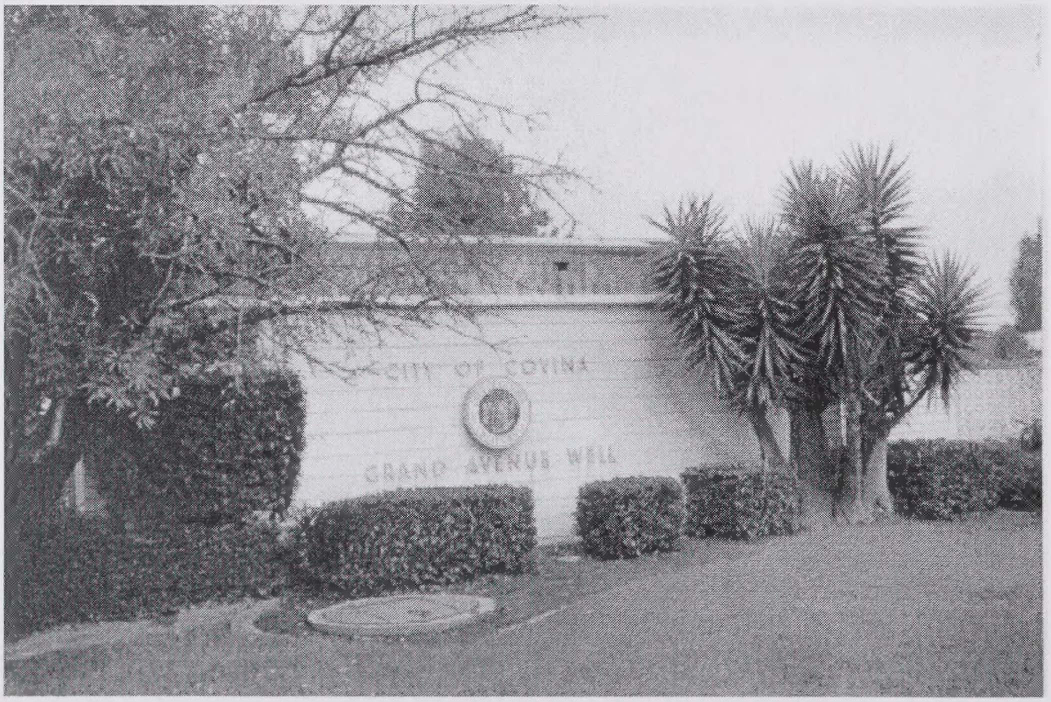
o. Comply with applicable portions of Federal, State, regional, and County plans and programs pertaining to air pollution mitigation/air quality enhancement by following, in a manner that recognizes local needs, issues, views, and policy and financial constraints, various vehicular emissions-reducing and traffic congestion-reducing land use and transportation control and energy conservation measures, proposals, and policies outlined in the Land Use and Circulation Elements, to the greatest extent feasible and practical.

p. Encourage and support the use of mass transit, whenever possible, and work with transit operators to provide the best, most efficient service for local residents and businesses to reduce vehicular travel and air pollution.

PICTURE 6. COVINA HILLS AREA, LOOKING WEST FROM REEDER AVENUE, SOUTH OF BADILLO STREET. NATURAL RESOURCES AND OPEN SPACE ELEMENT POLICY GENERALLY CALLS FOR LIMITING DEVELOPMENT TO VERY LOW INTENSITY RESIDENTIAL USES AND MINIMIZING GRADING TO PRESERVE TOPOGRAPHIC, AESTHETIC, AND BIOLOGICAL CONDITIONS.

PICTURE 7. TYPICAL STRETCH OF WALNUT CREEK MEANDERING THROUGH COVINA HILLS. THE GENERAL PLAN STRONGLY ENCOURAGES THE PRESERVATION AND PROTECTION OF THE UNIMPROVED SEGMENT OF WALNUT CREEK AS AN IMPORTANT FUNCTIONAL, ECOLOGICAL, BIOLOGICAL, AESTHETIC, AND PASSIVE OPEN SPACE RESOURCE.

PICTURE 8. OAK TREE IN FRONT YARD OF RESIDENCE. IN RECOGNITION OF THE STATEWIDE ECOLOGICAL AND AESTHETIC VALUE OF THIS NATURAL FEATURE, THE GENERAL PLAN SUPPORTS THE CONTINUED PROTECTION OF OAK TREES, PRIMARILY THROUGH ADHERENCE TO AN APPLICABLE ORDINANCE.



PICTURE 9. COVINA WELL SITE, ON GRAND AVENUE NEAR CYPRESS STREET. WATER EMANATING FROM UNDERGROUND SOURCES, WHICH IS USED FOR ALL PURPOSES IN THE COMMUNITY, WILL CONTINUE TO BE TREATED AND MONITORED TO ENSURE THAT WATER QUALITY STANDARDS ARE MET.

q. Encourage the continuation of and improvement of local transportation programs.

r. Encourage bikeways, where feasible, to provide an alternative mode of transportation.

s. Separate sensitive areas and uses (e.g., parks, schools, child care centers, and nursing homes) from significant sources of air pollution, to the greatest extent possible.

t. Preclude the development of land uses and land use practices that would contribute significantly to air quality degradation.

u. Encourage and, where necessary, require the incorporation of energy conservation features in the design of all new and significantly expanded/remodeled private and public developments and encourage the installation of conservation devices in existing developments to increase energy efficiency and decrease pollution emissions from off-site electrical power plants and on-site natural gas use.

v. Maintain all recycling programs to encourage the reuse of recyclable materials.

2. Policy Area 2

Vegetation and Wildlife

The City shall:

a. Continue to enforce the Covina Oak Tree Ordinance as a means of protecting oak tree resources, particularly the coast live oak woodland community in the Covina Hills area, except where infeasible.

b. Retain existing trees, such as oak woodlands, in their natural setting or incorporate into planned landscaping, to the greatest extent feasible.

c. In new construction or redevelopment proposals, preserve existing mature trees, whenever feasible, particularly those located within forty feet of any public right-of-way or within any existing or proposed parking lot.

d. Preserve and protect, through appropriate land use controls, development standards, and any other reasonable measures, the ecologically, biologically, and aesthetically important riparian woodland communities in and abutting the unimproved segments of the Charter Oak Wash and Walnut Creek.

e. Designate all Covina parks and recreational facilities and unimproved flood control channels and concomitant riparian woodland communities as open space because of their ecological and biological importance and, to the greatest extent possible, restrict adjacent land uses to ensure compatibility thereon.

f. Follow appropriate measures to handle and/or protect any officially recognized sensitive plant, animal, or other species that may be identified in the City.

g. Require that new and significantly expanded/remodeled private, quasi-public, and public developments, including parking lots, incorporate adequate landscaping, in accordance with City Zoning, Design Guidelines, and general landscape installation provisions, for both aesthetic and ecological reasons.

h. Provide for landscape improvements to the City's sidewalks, streets, civic properties, and related public spaces and facilities, in accordance with all applicable standards and provisions, for aesthetic and ecological reasons, to the greatest extent possible.

i. Provide for needed landscape improvements to the City's parks and recreational facilities, as described in the Covina Park System Master Plan and other sources, in accordance with all applicable standards and provisions, for aesthetic and ecological reasons, to the greatest extent possible.

j. Encourage the preservation of existing mature street and other public trees in conjunction with all public works projects, except where infeasible and/or unsafe.

k. Require the reasonable upkeep and maintenance of landscaping in all private and quasi-public properties, in accordance with all applicable City standards and guidelines.

l. Require that the owners of residential, commercial, industrial, institutional, and other properties maintain all landscaping in City right-of-way areas.

m. Preserve and maintain the quality and health of existing landscaping in public areas, to the greatest extent possible, and, when necessary, replace landscaping that is unhealthy or dead, ensuring that such actions are in accordance with applicable City plans, standards, and policies.

n. Encourage the administrators of schools and other large public, landscaping-rich sites to preserve and maintain and, where greatly needed, improve their landscaping resources.

3. Policy Area 3

General Matters

The City shall:

a. Limit development in the Covina Hills area to large-lot, low density residential uses (except for suitable commercial activities in appropriate sections, such as the Village Oaks Office Park) to prevent the obstruction of natural runoff courses and the scarring of hillsides as well as to maintain the natural appearance of the district.

b. Minimize hillside grading in Covina Hills to preserve existing topography and to permit major grading only where the physical appearance of a site is enhanced.

c. Endeavor to monitor future ecological conditions, discoveries, and local policy changes and, when necessary, make appropriate General Plan amendments.

d. Balance the City's obligation to preserve, protect, and maintain natural resources with Covina's need to accommodate moderate growth and to continue with ongoing communitywide economic development, commercial revitalization, public improvement enhancement, residential construction, neighborhood preservation, code enforcement, and housing activities/programs.

e. Best implement the natural resources component of this Element through the Zoning Ordinance and Design Guidelines, Capital Improvement Program, Subdivision Ordinance, Park System Master Plan, Building and Safety provisions, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other matters.

f. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alteration or the development, redevelopment, modification, or expansion/remodeling of properties, particularly those in or abutting natural resource areas, to address all applicable potential impacts, including, but not limited to, land use, circulation, noise, and aesthetics.

g. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and natural resource, parks and recreation, circulation, land use, and other plan components.

h. Attempt to work with other City departments/divisions to best approach and handle various natural resource-related proposals, issues, and problems.

i. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.

j. Implement the natural resources component of this Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, as well as applicable City and Redevelopment Agency plans and community goals.

k. Maintain departments/divisions to carry out the Natural Resources and Open Space Element's various natural resource-related responsibilities and obligations.

C. Goal and Policies - Open Space Lands

As was the case with the above section on natural resources, one goal and several policies are utilized for this area, and the policies are listed within a framework relative to seven topical areas. The City believes that an organization of this type is most logical and appropriate for addressing open space and park conditions and issues. The goal is:

> A complete, well-balanced, and functional system of parks, open space facilities, and trails and appurtenant thorough, viable programs and services that meet the diverse active and passive recreational needs of current and future Covina residents.

The remainder of this section is devoted to the policies. For each topical area, policies are listed in no particular order. The seven topical areas are:

1. Retention, development, and enhancement of park and recreational facilities

2. Recreational programs

3. Trail facilities

4. Design and landscaping of parks, trails, and recreational facilities

5. Maintenance of parks, trails, and recreational facilities

6. Safety, accessibility, security, and miscellaneous matters

7. Funding

The topical areas are not entirely mutually exclusive, and, therefore, certain policies from different groupings are similar. Also, the goal and policies are applied on a citywide basis, unless expressly stated otherwise.

1. Policy Area 1

Retention, Development, and Enhancement of Park and Recreational Facilities

The City shall:

a. Preserve all existing local parks, ball fields, and schools through appropriate General Plan and Zoning designations and any other reasonable measures to best maintain recreational opportunities as well as community appearance and image.

b. To the greatest degree possible, encourage land uses adjacent to parks and recreational facilities to consist of residential, school, institutional, and/or other appropriate, compatible categories to prevent unreasonable encroachments thereon.

c. Maintain joint-use agreements with school districts to provide Covina residents with open space lands that supplement the City's park system and attempt to ensure, to the greatest degree possible, that such agreements afford local residents with maximum accessibility to school campus facilities.

d. Preserve and protect in their natural conditions the unimproved segments of the Charter Oak Wash (running through Wingate Park) and Walnut Creek (which passes through the Covina Hills area) by way of appropriate General Plan and Zoning designations and standards and any other reasonable measures as important functional, ecological, aesthetic, and passive open space resources.

e. To the greatest degree possible, encourage land uses adjacent to the unchanneled portions of Walnut Creek and Charter Oak Washes to consist of low density residential, park/open space, or other appropriate, compatible categories to prevent unreasonable encroachments thereon.

f. Preserve and protect the various improved flood control channels through appropriate General Plan and Zoning designations and standards and any other reasonable measures (excluding minor, excess portions thereof that are being sold off to owners of abutting residential and other properties).

g. Encourage optimum usage of available green space and recreational facilities.

h. Endeavor to provide for its citizens a total park acreage equal to 2.0 acres for every 1,000 population at the time of General Plan buildout.

i. Whenever possible and feasible, attempt to acquire and improve land for park and recreational uses.

j. Consider to emphasize locating new parklands in the western and eastern portions of the community, in neighborhoods in and around apartments and condominiums/townhomes, and in other areas that are markedly deficient in open space.

k. Consider creative, practical approaches to acquiring additional open space acreage, including, but not limited to, developing mini-parks, small neighborhood parks, and specialty parks and, through additional lease agreements or outright purchases, consider opportunities to convert previously developed properties, such as closed school campuses, vacant churches or other institutional facilities, utility company lands, vacant residential lots (where housing is no longer viable), public rights-of-way, and, if feasible and/or not in conflict with other City proposals, areas in and/or around the flood control spreading grounds, to recreational functions.

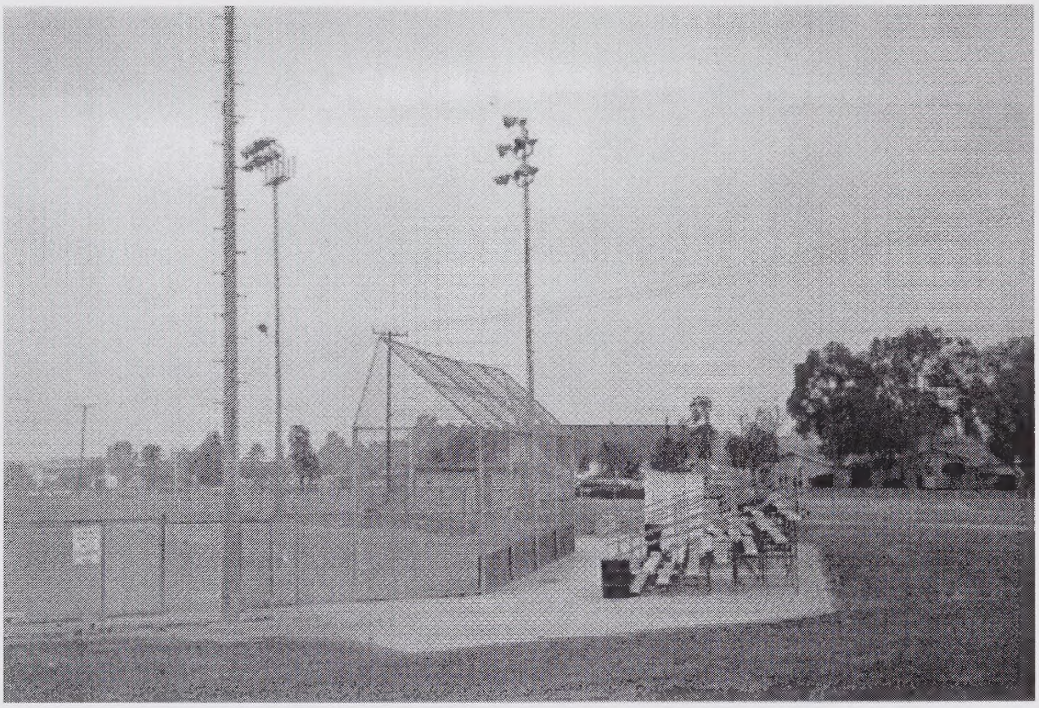
l. When deliberating upon opportunities to enter into lease agreements for additional properties to augment the City park system, address salient factors including, but not limited to, quantity of land, variety of available recreational facilities, terms of leases, operation, and maintenance.

m. Study future school campus closures from the standpoint of the degree of loss of open space lands on the community as well as the potential for City park system expansion.

COVINA PARK

PICTURE 10. COVINA PARK, BETWEEN BADILLO STREET AND SAN BERNARDINO ROAD IN WESTERN PORTION OF DOWNTOWN. AS THE CITY'S OLDEST AND MOST HEAVILY USED PARK, CONTINUED MAINTENANCE OF AND ATTENTION TO THIS FACILITY, AS STATED IN THE GENERAL PLAN, IS ESSENTIAL.

PICTURE 11. WINGATE PARK, ON GLENDORA AVENUE NEAR CYPRESS STREET. THE NATURAL RESOURCES AND OPEN SPACE ELEMENT PROMOTES PARK AMENITY IMPROVEMENT, AS RECENTLY OCCURRED IN THIS FACILITY (E.G., NEW ROLLER HOCKEY RINK).



PICTURE 12. HEYLER FIELD AT ROYAL OAK INTERMEDIATE SCHOOL CAMPUS, ON BADILLO STREET NEAR GLENDORA AVENUE. THE NATURAL RESOURCES AND OPEN SPACE ELEMENT ENCOURAGES KEEPING AGREEMENTS WITH PUBLIC SCHOOL DISTRICTS THAT PROVIDE THE CITY WITH DIRECT ACCESS TO BALL FIELDS THAT SUPPLEMENT COVINA'S PARK SYSTEM.

PICTURE 13. THREE OAK PARK IN VILLAGE OAKS OFFICE PARK, NEAR HOLT AVENUE AND THE SAN BERNARDINO FREEWAY. SMALL OR MINI-PARKS SUCH AS THIS FACILITY ARE VIEWED UNDER THE GENERAL PLAN AS WELCOME STRATEGIES FOR INCREASING THE OVERALL AMOUNT OF OPEN SPACE LAND IN THE COMMUNITY.

n. Explore alternative facilities that may be able to serve recreational functions, such as utility rights-of-way or easements.

o. Continue to upgrade, enhance, redesign, and/or replace existing parks and recreational areas and appurtenant facilities and amenities to improve overall park use, safety, and/or appearance as well as to maintain community image and vitality, whenever possible.

p. When necessary and feasible, completely or partially re-site or reconfigure park facilities, where elements can be readily moved, to promote a more efficient use of parklands.

q. Generally regard the rehabilitation, renovation, or enhancement of existing parks and facilities as taking precedence over the establishment of new parks and facilities.

r. Regard improving and expanding the City's park system as a higher priority than enhancing the (policy area 3 discussed) bicycle ways and equestrian/hiking trails.

s. Consider the Covina Park System Master Plan as a viable framework for identifying, addressing, and resolving needed improvements to specific parks, pertaining to matters including, but not limited to, parking and walkways, picnic facilities, benches, playgrounds, and ball fields as well as major systemwide deficiencies in capital facilities, such as the lack of a major youth center and a gymnasium.

t. Implement the City's Park System Master Plan to the greatest extent feasible to best and most systematically improve Covina parks and recreational facilities.

u. Approach park or recreational facility acquisition/development or enhancement proposals from the standpoint of addressing both neighborhood and citywide needs, to the greatest extent feasible.

v. Provide active and passive park and recreational facilities and programs to serve the needs of as many population segments as possible.

w. Pay particular attention to the open space and recreational needs of the generally less mobile segments of the City's population, including, but not limited to, young people, senior citizens, disabled persons, single-parent households, and lower income families.

x. Monitor Covina population, demographic, socio-economic, and housing trends as well as citizen views to ascertain any changes in open space and recreational needs and, as necessary, modify policies, strategies, and programs.

y. Coordinate Covina open space development and improvement and programs with regional open space facilities, whenever possible, to maximize local recreational opportunities.

z. Support inter-jurisdictional agreements and cooperation with neighboring governmental agencies pertaining to park or recreational facility development or improvement within and around the City, when feasible and beneficial to Covina.

2. **Policy Area 2**

Recreational Programs

The City shall:

a. Continue to offer quality and diverse park/recreational programs, activities, and services to address local needs and interests and to best maintain community image and vitality.

b. Provide for the adequate, efficient, and cost effective use of facilities, resources, and staff in delivering park/ recreational programs and services.

c. Where feasible, encourage the development of recreational programs by non-City public or private sports organizations to involve more children and adults, using, whenever possible, volunteers to operate and maintain programs.

d. Continue ongoing needs assessment and evaluation of demands for recreational programs and activities and modify programs, provided that adequate funding is available.

e. Endeavor to notify Covina residents of the types of available recreational facilities and programs and to encourage resident participation therein.

3. **Policy Area 3**

Trail Facilities

The City shall:

a. Continue to support, encourage the utilization of, and, where deemed reasonable by appropriate analyses or studies, expand and improve the City's limited network of bicycle ways for recreational as well as functional purposes to link local and regional recreational areas and other major points of interest.

b. Support County efforts to preserve, provide for, and, where appropriate, expand and improve local- and regional-oriented equestrian/hiking trails and reasonable linkages thereto that run through southeastern Covina, notably the Peter F. Scharabum or Walnut Creek Trail that generally abuts Walnut Creek, for both recreational and leisure activities.

c. Because of their greater usage and simpler development, regard improving and expanding the network of bicycle ways as a higher priority than enhancing the equestrian/hiking trails.

d. Consider using the improved flood control channels for active recreational purposes, such as trails or exercise courses, if feasible.

e. Monitor the trail plans of the State and County for any changes relating to linkages to Covina trails or recreational facilities.

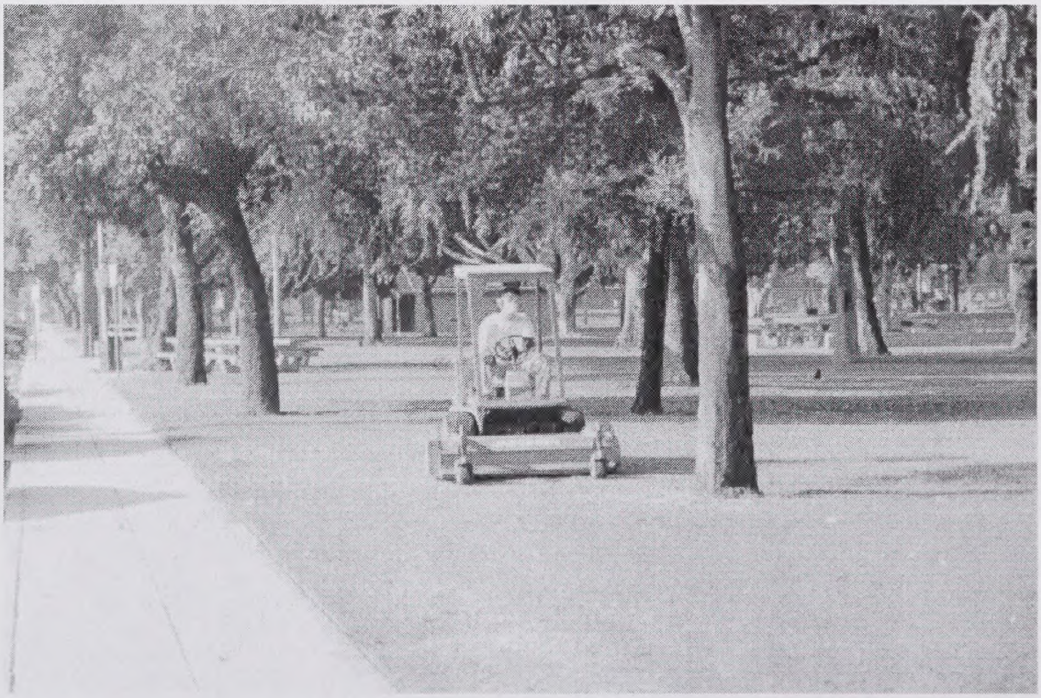
f. Consider to coordinate bikeway improvements and enhancements with adjoining jurisdictions.

g. Provide commercial and major employment areas that are conducive to bicycle and pedestrian circulation, to the greatest extent feasible.

PICTURE 14. JOSLYN SENIOR CENTER AT KELBY PARK, ON BARRANCA AVENUE NEAR CYPRESS STREET. THE JOSLYN CENTER—-AND OTHER COMMUNITY GATHERING FACILITIES IN PARKS—-PROVIDE ESSENTIAL SERVICES TO RESIDENTS OF COVINA.

PICTURE 15. WALNUT CREEK TRAIL, VIEWED FROM NEAR COVINA HILLS ROAD. GENERAL PLAN POLICY CALLS FOR CURRENT AND FUTURE SUPPORT OF THIS LOS ANGELES COUNTY MANAGED FACILITY, WHICH RUNS ALONG BOTH IMPROVED AND UNIMPROVED SECTIONS OF THE CREEK AND SERVES EQUESTRIAN AND GENERAL HIKING PURPOSES.

PICTURE 16. COVINA BIKEWAY. THE GENERAL PLAN PROPOSES TO MAINTAIN AND, WHERE FEASIBLE, IMPROVE THE COMMUNITY'S LIMITED NETWORK OF BIKE ROUTES AND BIKE LANES FOR TRANSPORTATION, RECREATION, AND OTHER PURPOSES.



PICTURE 17. PARK MAINTENANCE ACTIVITY IN COVINA PARK. THE NATURAL RESOURCES AND OPEN SPACE ELEMENT SUPPORTS ADEQUATE MAINTENANCE OF ALL RECREATIONAL FACILITIES SO THAT PARKS CAN BEST AND MOST SAFELY SERVE COVINA RESIDENTS.

4. **Policy Area 4**

Design and Landscaping of Parks, Trails, and Recreational Facilities

The City shall:

a. Follow the park classification system listed in Table 1 of this Element in categorizing, preserving, expanding, and enhancing the City's park system.

b. In developing new or enhancing existing parks and recreational facilities, to the greatest extent possible, ensure that all buildings, amenities, open air facilities, and landscaping are unified, functionally related to improve efficiency, architecturally coordinated, and consistent with all applicable City and other standards as well as provide a high level of public safety to maintain and bolster the park system's overall purposes.

c. Design parks and recreational facilities such that appurtenant buildings, outdoor amenities, people-gathering areas, lighting, parking lots, and other elements do not adversely affect adjacent uses, to the greatest degree possible.

d. Follow appropriate security measures in future park development and enhancement, including, but not limited to, adequate lighting, sufficient walkways, and safety-based site design principles, to discourage and combat graffiti, vandalism, and illicit activities.

e. Follow the restroom facility standards listed in the Covina Park System Master Plan and ensure that new or remodeled restrooms are reasonably accessible to park patrons, located in safe, highly visible areas, and constructed of the most durable and vandal-resistant materials.

f. Encourage variety in the design of park facilities to enhance the lifestyle of residents to be served.

g. Prioritize the aesthetic aspects of facility development or enhancement on a park-by-park basis and, to the greatest extent feasible, attempt to achieve complementary color schemes in each facility.

h. Ensure that new landscape and irrigation systems in City recreational facilities comply with the Covina Water-Efficient Landscaping Ordinance and any related measures, as applicable.

i. Install new or replace existing landscaping, where severely deteriorating, inappropriately located for park activities, and/or incompatible with other facility landscape materials.

j. Follow the park signage guidelines of the Covina Park System Master Plan.

k. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when undertaking the development or acquisition of new and the improvement or redevelopment of existing parks and open space lands to address all applicable potential impacts, such as land use, circulation, noise, and aesthetics.

l. Consider to require minimum building setback standards along the unchanneled portions of Walnut Creek and Charter Oak Wash to maintain the riparian habitat, natural contours, and full functionalism of the stream channels.

m. Attempt to preserve the stream flow in the riparian woodland communities of the unchanneled portions of Walnut Creek and Charter Oak Wash by minimizing alteration of their drainage patterns.

n. Ensure that all new and modified bicycle ways, equestrian/hiking trails, and related facilities plus appurtenant amenities and entry points conform to all applicable design and access requirements and standards.

o. Seek the maximum community input feasible in locating, conceptualizing, and designing new and enhanced park and recreational facilities.

5. Policy Area 5

Maintenance of Parks, Trails, and Recreational Facilities

The City shall:

a. Continue providing for adequate maintenance of the physical condition, operation, cleanliness, and appearance of all parks and recreational facilities and appurtenant amenities, following reasonable, applicable procedures and standards.

b. Provide for the maintenance of parks and recreational facilities by tapping all available revenue sources and, to the greatest degree possible, through utilizing a combination of City staff, contract maintenance, user groups, and volunteers.

c. Consider the inclusion of low-maintenance facilities in the development or acquisition of new and improvement or redevelopment of existing parks or recreational facilities.

d. Prioritize maintenance such that safety of park/recreational facility users is a top priority, when necessary.

e. Support Los Angeles County efforts to maintain County parks and recreational facilities used by Covina residents.

f. Continue to maintain the City's network of bicycle ways and, if appropriate, provide upkeep of such ways in a fashion similar to the maintenance of general parks and recreational facilities.

g. Support County efforts to maintain equestrian/hiking trails and linkages thereto that run through southeastern Covina.

6. Policy Area 6

Safety, Accessibility, Security, and Miscellaneous Matters

The City shall:

a. Ensure that new playgrounds in City parks comply with applicable Federal and State safety standards.

b. Regard the retrofitting of existing playgrounds for safety reasons as a high priority.

c. Maintain the highest degree of safety to the users of parks and recreational facilities within operating budget constraints.

d. Ensure that the City complies with applicable Federal and State pesticide application requirements.

e. Ensure that new and modified trail facilities conform to all applicable safety standards.

f. Ensure that new construction in City parks, ball fields, and recreational facilities complies with applicable Federal and State handicap accessibility standards.

g. Regard the retrofitting of existing outdoor parks and recreational facilities for handicap accessibility as a high priority.

h. Consider the needs of persons dependent upon public transportation in matters and in potential changes relating to park accessibility.

i. Balance the needs of groups and appurtenant clientele that use parks on an organized, consistent basis for various purposes with the open space demands of typical recreation-seeking citizens and reconcile the actual or potential incursion-related concerns of park neighbors.

j. Maintain and annually update the City's policy guides pertaining to the rental of indoor and outdoor facilities by private entities.

k. Follow the guidelines of and address the matters listed in the Covina Park System Master Plan relating to park use agreements between the City and various organizations, such as little leagues.

l. Follow appropriate security measures, including, but not limited to, sufficient park supervision, regular police patrols, and the formation of park/neighborhood watch programs, to the greatest extent practical, to discourage and combat graffiti, vandalism, and illicit activities.

m. Regard public safety in Covina parks and recreational facilities as a high priority.

n. Support Los Angeles County efforts to follow appropriate security measures at County parks and recreational facilities used by Covina residents.

o. Encourage, to the greatest extent feasible, cost-effective recycling programs pertaining to both the disposal of green waste and refuse generated by park users.

p. Continue to require new and significantly enlarged or remodeled single-family detached residences plus apartment, condominium/townhouse, and, if appropriate, mixed use projects to provide sufficient, on-site open space and, if appropriate, recreational amenities, in accordance with City Zoning and Design Guidelines provisions, to accommodate residents and to supplement public facilities.

q. Continue to require sufficient building setbacks and/or, if appropriate, open space facilities in new and significantly enlarged or remodeled commercial, industrial, institutional, and other nonresidential proposals, in accordance with City Zoning and Design Guidelines provisions, for visual relief and, if applicable, to supplement public facilities.

r. Encourage small parks or plazas to be included within or adjacent to the development of major commercial or other centers, if appropriate.

s. Balance the City's obligation to provide local residents and workers with adequate park and recreational opportunities with Covina's need to accommodate moderate growth and to continue with ongoing communitywide economic development, commercial revitalization, public improvement enhancement, residential construction, neighborhood preservation, code enforcement, and housing activities/programs.

t. Consider to preserve any areas, facilities, or buildings determined to be of outstanding scenic, historic, or cultural value.

u. If necessary, as determined by appropriate study or analysis, designate potential hazard areas as open space.

v. If necessary, as determined by appropriate study or analysis, designate areas with scenic views as open space.

w. Endeavor to monitor future ecological conditions, discoveries, and local policy changes and, when necessary, make appropriate General Plan amendments.

x. Encourage City participation with neighboring government agencies in maximizing local and regional open space and recreational opportunities.

y. Best implement the parks and recreation component of this Element through the Zoning Ordinance and Design Guidelines, Park System Master Plan, Capital Improvement Program, Subdivision Ordinance, Parks and Recreation Department and Building and Safety Division provisions, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other matters.

z. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alterations or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential impacts on open space lands, including, but not limited to, land use, circulation, noise, and aesthetics.

aa. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and parks and recreation, natural resource, circulation, land use, and other plan components.

bb. Attempt to work with other City departments/divisions to best approach and handle various parks and recreation-related proposals, issues, and problems.

cc. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.

dd. Implement the parks and recreation component of this Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, and applicable City and Redevelopment Agency plans and community goals.

ee. Maintain departments/divisions to carry out the Natural Resources and Open Space Element's various parks- and recreation-related responsibilities and obligations.

7. Policy Area 7

Funding

The City shall:

a. Prioritize and systematically schedule on a long-term basis needed improvements to the Covina park system, using as a basis for decision-making and actions Covina's Park System Master Plan, the City Capital Improvement Program, and any other appropriate documents as well as community sentiment/desires and City Council policy orientations.

b. Fund future park acquisition/development and enhancements through viable and cost-effective sources, mechanisms, and methods, using as a guide the City Park System Master Plan.

c. In expanding and enhancing its network of open space lands, strike a reasonable balance between costs versus benefits.

d. Fund ongoing park maintenance with sources, mechanisms, and methods that are viable, administratively and financially feasible, recurring, and stable.

e. Consider all available sources of financing for parkland acquisition, development, enhancement, and maintenance.

f. Continue to require applicable property owners to join the City Landscaping Assessment District for financing certain public landscaping and appurtenant maintenance costs.

g. Consider to establish an official parkland acquisition program, possibly funded through developer-sponsored impact fees or resident-imposed special property assessments, as a vehicle for meeting current and future park and recreational needs, if appropriate.

h. Consider to establish a formal mechanism by which the City may accept gifts and dedications of parks and open space, if appropriate.

i. Consider the use of eminent domain to acquire additional parkland, where the need for parks/recreational facilities is particularly great, if appropriate.

j. Support inter-jurisdictional agreements and cooperation with neighboring government agencies pertaining to park or recreational facility maintenance, repair, and/or enhancement within and around the City, when feasible and beneficial to Covina.

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V. PROGRAMS/IMPLEMENTATION MEASURES

Under State law, this Natural Resources and Open Space Element must contain programs/implementation measures. Programs supplement goals and policies and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that the Element's goals and policies will reach fruition. For clarification on the goals and policies and how they have shaped the development of this section, refer to Chapter IV.

The Covina Natural Resources and Open Space Element programs/implementation measures are listed below. Some of the programs/measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/measures are divided into three below-listed subject areas. The categorization generally follows that of the policies. Within each topical area, the programs are listed in no particular order. The three subject areas are:

A. Natural Resources

B. Open Space Lands

C. Inter-Topic General Matters

A. NATURAL RESOURCES

1. Monitoring and Regulating Water Quality and Conditions

Water is one of Covina's key resources, and, therefore, its well-being is vital to the community. The City will support efforts at all government levels to ensure that each and every standard and code pertaining to drinking water and ground water resources are met.

2. Ground Water Pollution/Contamination Remediation and Abatement

As previously described in this Element, ground water pollution/contamination has been a problem in the area. The City will support efforts at all government levels to remedy and abate or handle ground water pollution, including local actions to shut down wells and properly treat extracted water as well as ensure that future problems are minimized to the greatest extent possible, such that water removed therefrom meets each and every applicable standard and code.

3. Water Service Provision

Covina will ensure sufficient water service and supplies for local residents and businesses as well as adequate water pressure, particularly for emergency purposes, and, where necessary, work with other water providers serving the City thereupon.

4. Water Conservation Measures

Water conservation is an important component of any natural resources process. The City will continue to follow its various conservation measures, including the Water Conservation Ordinance, when necessary, the Water-Efficient Landscape Ordinance, in both private developments and public areas, the provision of water conservation kits and related, general information, and encouraging the incorporation of water as well as energy conservation features and devices in new buildings and existing structures.

5. Air Pollution Mitigation/Air Quality Enhancement Measures

The community will continue to follow in a reasonable manner various measures, proposals, and strategies outlined in the Land Use and Circulation Elements that comply with applicable portions of Federal, State, regional, and County plans and programs and aim to reduce vehicle emissions and traffic congestion as well as to provide alternative modes of transportation.

6. General Plan and Zoning Use Controls

The City will preserve and protect via General Plan and Zoning land use regulations (e.g., open space zoning designations) 1) flood control system-related ground water recharge areas or spreading grounds (except where the entire facility or a portion thereof is determined by appropriate analysis to be no longer needed); 2) the unimproved segments of two flood control channels (Charter Oak Wash and Walnut Creek) and concomitant ecologically and aesthetically important riparian woodland communities; 3) applicable portions of improved flood control channels; and 4) parks, ball fields, and related facilities.

7. General Plan, Zoning, and Design Guidelines Development Standards

Covina will preserve and protect the ecologically and aesthetically important riparian woodland communities in and abutting the unimproved segments of the Charter Oak Wash and Walnut Creek flood control channels through reasonable standards and provisions (e.g., minimum building setbacks, if appropriate) as well as follow appropriate measures thereof to limit development and hillside grading in the Covina Hills area for aesthetic, ecological, and drainage reasons.

8. Tree Conservation Measures

The City will continue to follow its Oak Tree Ordinance to protect oak tree resources, particularly the coast live oak woodland community in the Covina Hills area, will follow applicable portions of the Design Guidelines to preserve existing mature trees, whenever feasible, in private construction or redevelopment proposals, and will encourage the retention of existing full-grown trees in conjunction with public works projects.

9. Private and Quasi-Public Landscaping

For aesthetic and ecological reasons, Covina will continue to require that new and expanded or remodeled developments incorporate adequate landscaping, in accordance with Zoning, Design Guidelines, and general landscape installation provisions, and the City will continue to require the reasonable upkeep and maintenance of landscaping thereupon as well as in public rights-of-way, in accordance with all applicable standards.

10. Public Landscaping

For aesthetic and ecological reasons, the community will continue to provide for landscape improvements as well as upkeep and maintenance, to the greatest extent feasible, in City sidewalks, streets, parks and recreational facilities, and other public places, in accordance with all applicable provisions and standards.

11. Monitoring of Natural Resources Environment

The Planning Division will periodically monitor the natural resources environment to note any discoveries or changes in conditions arising from future private developments or public projects. Where necessary, appropriate action will be taken, such as following new General Plan policies and/or considering to incorporate additional implementation measures.

B. Open Space Lands

1. General Plan and Zoning Use Controls

As previously indicated in this Element, the City has a relatively limited amount of open space lands and therefore must preserve and protect through General Plan and Zoning regulations (e.g., open space zoning designations) existing parks, ball fields, and schools to maintain recreational opportunities and confer other benefits for the community.

2. School Campus Joint-Use Agreements

Covina presently leases certain recreational facilities from school districts, which provide local residents with important open space resources that supplement the City's park system. The community will maintain these joint-use agreements and, where feasible and beneficial to the community, will consider opportunities to enter into additional leases with public school entities and other organizations.

3. Park Acquisition and Development Efforts

The City will attempt to acquire and improve land for park and recreational uses, whenever possible and feasible, particularly in and around areas that are markedly deficient in open space, considering creative, practical approaches, such as mini-parks, small neighborhood parks, and specialty use facilities.

4. Park Improvement and Enhancement Efforts

Covina is in need of many park improvements. The City will continue to upgrade, enhance, and/or redesign parks and recreational facilities and appurtenant amenities to improve overall park use, safety, and/or appearance.

5. Park Classification System

The City of Covina classifies parks and recreational facilities according to size, service area, and amenities and will continue to use this hierarchy as a guide in categorizing, preserving, expanding, and enhancing the City's park system.

6. Covina Park System Master Plan

The community's Park System Master Plan contains an inventory and appraisal of existing recreational facilities and establishes standards and guidelines for the utilization, development, and improvement as well as maintenance of all open space lands. Covina will consider the Plan as a viable resource for acquiring and enhancing parks and developing major, needed resources on a prioritized, cost-effective basis. The Park Plan should be implemented to the greatest extent feasible.

7. Park and Recreational Facility Design

In developing new and improving existing parks and recreational facilities and appurtenant amenities, the City will follow all site design, building architecture, aesthetic, general and handicap accessibility, signage, public safety, and security standards, provisions, and guidelines of the General Plan, Zoning Ordinance, Design Guidelines, Park Master Plan, and other applicable documents to maintain and bolster the park system's overall function.

8. Park and Recreational Facility Landscaping

The City will follow all landscape standards, provisions, and guidelines of the General Plan, Zoning Ordinance, Design Guidelines, Park Master Plan, Water-Efficient Landscape Ordinance, and other applicable documents in installing new or replacing existing park or recreational facility landscaping.

9. Park System Needs Accommodation

In handling recreational matters, Covina will continue to pay close attention to the open space and recreational needs of the less mobile segments of the City's population, particularly young people, senior citizens, and lower income households, and will monitor various communitywide demographic, social, and economic trends and views to identify where changes in needs occur.

10. Recreational Programs

The City Parks and Recreation Department presently offers a variety of recreational programs and activities for persons of different ages, backgrounds, and needs. Covina will continue to offer quality, cost-effective recreational programs, activities, and services and, where necessary, enhance and change recreational activities to better satisfy the community.

11. General Security

Covina will continue to follow appropriate general security measures, such as sufficient park supervision and regular police patrols, as part of ongoing park operations, to discourage and combat graffiti, vandalism, and illicit activities.

12. Park Usage Agreements

The City Parks and Recreation Department presently oversees and will continue to administer various park usage agreements and policy guides thereof for different entities and organizations to ensure the coordinated and reasonable utilization of Covina's parks and recreational facilities.

13. Park and Recreational Facility Maintenance

The upkeep of parks is understandably important. Therefore, Covina will continue maintaining the physical condition, operation, cleanliness, and appearance of parks and recreational facilities and appurtenant amenities in an adequate, efficient, and cost-effective manner, reflective of all applicable procedures and standards and emphasizing the safety of park users.

14. Playground Retrofitting

The City will attempt to retrofit all existing playgrounds for safety reasons, to the greatest degree feasible, on an organized, systematic basis.

15. Accessibility for the Disabled

Covina will endeavor to retrofit existing parks and recreational facilities and appurtenant amenities for the disabled on an organized, systematic basis, and the community will pay attention to the needs of disabled persons pertaining to park facilities, amenities, and programs.

16. Supplemental Open Space Provision

The community maintains standards and provisions under the Zoning Ordinance and Design Guidelines that require all residential uses, notably apartment and condominium/townhouse complexes as well as certain nonresidential developments to provide a minimum amount of open space, which fulfills general City health, safety, and vitality goals but also supplements public facilities. Covina will continue following and, where necessary, strengthening these provisions.

17. Park Development and Enhancement Funding

Using as a basis for decision-making and actions Covina's Park System Master Plan, the City Capital Improvement Program, and related, appropriate documents, the City will prioritize and systematically schedule on a long-term basis needed improvements to the Covina park system and ensure that park acquisition/development and enhancement funding sources are viable.

18. Park Maintenance Funding

The City will fund ongoing park maintenance with sources, mechanisms, and methods that are administratively and financially feasible, stable, and recurring.

19. Bicycle Ways

Covina will continue to support, encourage the utilization of, maintain, and, where reasonable, expand and improve its relatively limited network of bicycle ways, in accordance with all applicable design and accessibility requirements and standards. However, viable, sufficient funding must be secured.

20. Equestrian/Hiking Trails

The City has limited equestrian/hiking trails that are part of a regional system, and the community will support Los Angeles County efforts to preserve, maintain, and, where appropriate, expand and improve the facilities and linkages thereto, in accordance with citizen desires and all applicable design and accessibility requirements.

21. Monitoring of Open Space Resources

The Planning Division and, where appropriate, the Parks and Recreation Department, will periodically monitor parks and recreational matters to note any discoveries or changes warranting City response. Where necessary, proper action will be taken, such as following new General Plan policies and/or considering to incorporate additional implementation measures. Moreover, if appropriate, the City will designate as open space areas with scenic views or prone to potential hazards or buildings and/or sections of the community of high historic or cultural value.

C. Inter-Topic General Matters

1. Zoning Ordinance Revision to Achieve General Plan Consistency

As required by State planning law, the Zoning text and Map will be revised to conform to the new General Plan land use distribution, policy orientation, program framework, building intensity provisions and limits, and development standards to streamline and clarify key portions of the document and to incorporate applicable new State requirements, such as open space zoning.

2. Consistency Between General Plan and Other Plans/Documents

City departments and the Redevelopment Agency administer various plans and measures that directly or indirectly relate to Natural Resources and Open Space. Where necessary, the Planning Division will ensure consistency between the revised Natural Resources and Open Space Element and these other germane plans/documents, which include, but are not limited to, the Redevelopment Project Area Plans, the Park System Master Plan, the Subdivision Ordinance, and the Capital Improvement Program, to the greatest extent possible.

3. Site Plan Review Process

This part of the Zoning Ordinance constitutes the process by which private development applications and certain public proposals are reviewed and Zoning, Design Guidelines, and other City provisions are applied. Site Plan Review also serves as a mechanism for, among other things, determining General Plan/Zoning consistency, for routing projects to other City departments/divisions for study and comment, and for addressing overall City service and infrastructure accommodation issues and related matters. When reviewing applications, the City Planning Division may impose reasonable conditions to ensure General Plan, Zoning, Design Guidelines, and Park Master Plan conformance. This process shall continue.

4. Environmental Impact Review Process

The California Environmental Quality Act (CEQA) requires, among other things, examination of environmental, biological, physical, and land use impacts as well as service provision when reviewing generally major use or development applications, general plan amendments, zone changes, and/or related matters. The analysis occurs during the Site Plan Review process. For applicable projects, typical areas of concern pertain to site geology and grading, proximity to any active earthquake faults, potential erosion, storm water runoff and/or flooding, species degradation, vehicular traffic, noise, and/or land use compatibility. The City will continue to follow all applicable CEQA provisions in its planning activities to ensure fruition of natural resource and open space goals and the furthering of applicable policies. Thus, in some cases, projects will have to be changed or mitigated.

5. Code Enforcement

In situations where Zoning-, Site Plan Review-, and/or Building and Safety-related Code requirements are not met, particularly when there is a major threat to public health, safety, and welfare, the City attempts to abate or at least mitigate the violation(s). Code violations range from greatly unkempt property to structural inadequacy to illegal discharges, which, if left unchecked, in the aggregate, not only could jeopardize individual health and safety but could diminish overall community image, appearance, character, social stability, and economic vitality, all of which directly or indirectly relate to subjects discussed in this Element. To ensure that all General Plan natural resource and open space goals and policies are furthered, the City will continue with its existing, and, where possible, expand, Code Enforcement and related matters. In general, Covina will attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.

6. Reconciling Natural Resource and Open Space Conservation

This Element is one chapter of a comprehensive General Plan that addresses various other topics, including land use, circulation, and housing. Under State law, all Elements must be consistent with one another in preparation and revision (see Chapter VI), a requirement that the City has met and will continue to achieve. However, in the course of implementing a general plan, proposals that strongly fulfill plan goals and policies in one area may be inconsistent with another chapter. For example, the Covina Housing Element, among other things, identifies various sites for potential apartment-oriented affordable housing development, though some of the properties lie adjacent to open space resources. Although the identification of affordable housing locations in such an area does not constitute an inconsistency or problem per se, the City's land use compatibility policies would be triggered, thus possibly influencing the design and cost of this type of housing in the effected locations. Moreover, in some cases, the natural resources or open space environment could possibly interfere with important community goals, such as economic development, commercial revitalization, neighborhood preservation, and public improvement enhancement. Therefore, in implementing the Element, the City will endeavor to reconcile, to the greatest degree possible, natural resource/open space preservation and protection efforts with all other General Plan obligations, including, but not limited to, those mentioned above.

7. Inter-governmental Coordination

To most fairly and best deal with natural resource and open space issues at or near Covina's border areas, the City will continue routing various topical plans and documents to and reviewing development and public proposals from neighboring communities and Los Angeles County as well as, if applicable, the State and Federal governments. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups. This activity will, among other things, acknowledge City intentions, desires, and/or concerns over particular developments, proposals, and related actions in an atmosphere of respect and cooperation.

8. Intra-governmental Coordination

In carrying out its various natural resource- and open space-related and planning activities and programs/measures, where appropriate and feasible, the Planning Division will work with other City departments/divisions, particularly the Building and Safety Division, the Parks and Recreation Department, and the City Maintenance Department, to best approach and handle or abate various issues and problems. In light of changing Covina demographic, social, economic, and housing conditions as well as other trends, it is believed that this holistic orientation is essential and thus will best implement General Plan goals, objectives (where applicable), and policies.

9. Public Involvement

In compliance with State planning law, the City will endeavor to promote the importance of the General Plan as well as implementing programs/measures, such as the Park System Master Plan, to the public, businesses, developers, Covina employees, and other interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at other available opportunities through information handouts, brochures, press releases, and any other mediums deemed appropriate. When General Plan updates are done, persons, groups, and organizations shall be notified through State-defined public hearings and, if appropriate, by way of other means. Frequent public education is an important ingredient in successful general plan implementation.

10. General Plan Review and Revisions

State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation. The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives (where applicable), policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. Also, appropriate, occasional monitoring of the General Plan components shall occur. Lastly, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted.

11. Natural Resources and Open Space Element Implementation

In accordance with the State planning law/Government Code criteria, the City will implement the Covina Natural Resources and Open Space Element in a manner compatible to the implementation/administration of all other General Plan Elements, the Park Master Plan and additional applicable City and Redevelopment Agency documents and proposals, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

12. Maintenance of City Departments/Divisions Responsible for Natural Resource and Open Space Matters

In order to carry out its various natural resource and open space responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer the General Plan, Zoning Ordinance, Design Guidelines, various non-Planning Codes, Park System Master Plan, and other documents. In addition, Covina will maintain resources to administer and monitor various accompanying processes, programs, and activities, such as Site Plan Review, Environmental Impact Review, Code Enforcement, and general recreational programs and activities, and to disseminate applicable information and provide assistance to the public.

PICTURE 18. COVINA METROLINK COMMUTER RAIL STATION ON CITRUS AVENUE IN NORTHERN PORTION OF DOWNTOWN. GENERAL PLAN POLICY PROMOTES THE LINKING OF THE METROLINK STATION TO THE DOWNTOWN AND OTHER AREAS TO ELIMINATE MANY LONG DISTANCE VEHICULAR TRIPS, THUS REDUCING AIR POLLUTION.

VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

This Natural Resources and Open Space chapter of the General Plan is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, open space, and other uses, as well as the Circulation and Housing Elements. There is a close tie to the Land Use chapter because, under State law, as implied above, the proposed land use development scenario or Land Use Map must reflect the community's desires with respect to natural resource and open space matters. In other words, when integrated with this Element, the Land Use Map should show acceptable land uses in relation to existing and future natural resources and parks and recreational facilities. Concerning the Element's connection to the Circulation chapter, which focuses on circulation and transportation systems and the movement of people and goods, the circulation network must be correlated with the Land Use Element, which, as previously stated, includes natural resource/open space categories. Thus, the street system provides access to and among the topical resources and (relating to the overall land use planning process) must be considered in the location and design of new and improved open space lands as well as retention of existing facilities.

The Housing Element, which this chapter also bears a strong relationship to, among other things, serves as a tool for addressing housing needs and providing adequate sites for new housing and standards for the housing stock. Because, as stated above, Covina's residents, particularly seniors, children, and occupants of apartments and condominiums/townhomes, have various open space and recreational needs, it is essential for the Natural Resources and Open Space Element to reflect the community's housing situation and concomitant occupancy characteristics. The Element is also most directly related to the Safety and Noise chapters.

It is also important for the Natural Resources and Open Space Element to be consistent with other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is underscored by State law as well. Section 65300.5 of the California Government Code states that "the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives (if applicable), and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or circulation/infrastructure, land use, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives (if applicable), and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Natural Resources and Open Space Element preparation, topical goals, policies, and programs/implementation measures have been cross-checked with those in other Elements, particularly Land Use, Circulation, and Housing, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Natural Resources and Open Space and each and every Element will realize the same results. Furthermore, if the Natural Resources and Open Space Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program "C10," the City will monitor all major aspects of Natural Resources and Open Space Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Natural Resources and Open Space chapter implementation, particularly with respect to inter-Element unity and coherence.

VII. CITIZEN PARTICIPATION IN NATURAL RESOURCES AND OPEN SPACE ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for the Natural Resources and Open Space as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.
2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.
3. Conducted "town hall meetings" and public forums.
4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.
5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
6. Received numerous comments from the public (in this case regarding natural resources and open space) on the phone, at the counter, and in the course of site-specific project reviews.
7. Organized, met with, and elicited the views of a subcommittee of Covina's General Plan Update Committee that addressed natural resource, open space, and related issues.
8. Met with and elicited the views of City of Covina employees who deal with natural resource and open space matters.
9. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, transit agencies, utility companies, regional organizations, and adjacent municipalities as well as local civic organizations.
10. Reviewed and considered the Covina Park System Master Plan, an important, applicable document that had been prepared based on extensive community outreach.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of natural resources and open space lands and, therefore, in developing the related goals, policies, and programs/implementation measures as well. All material and information and specific input received pertaining to these items are on file in the City Planning Division. Thus, Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting the Natural Resources and Open Space Element.

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VIII. MONITORING NATURAL RESOURCES AND OPEN SPACE ELEMENT IMPLEMENTATION

In order for the General Plan Natural Resources and Open Space Element's goals, policies, and programs/ implementation measures to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's natural environment, open space facilities, recreational opportunities, and quality of life, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Natural Resources and Open Space Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a city shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation . . ." Because the Natural Resources and Open Space Element is an important chapter and is, as previously stated, closely tied to the central Land Use Element, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Natural Resources and Open Space Element implementation framework as Program "C10," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Natural Resources and Open Space Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established natural resource- and open space-related goals, this approach will facilitate preparing General Plan amendments.

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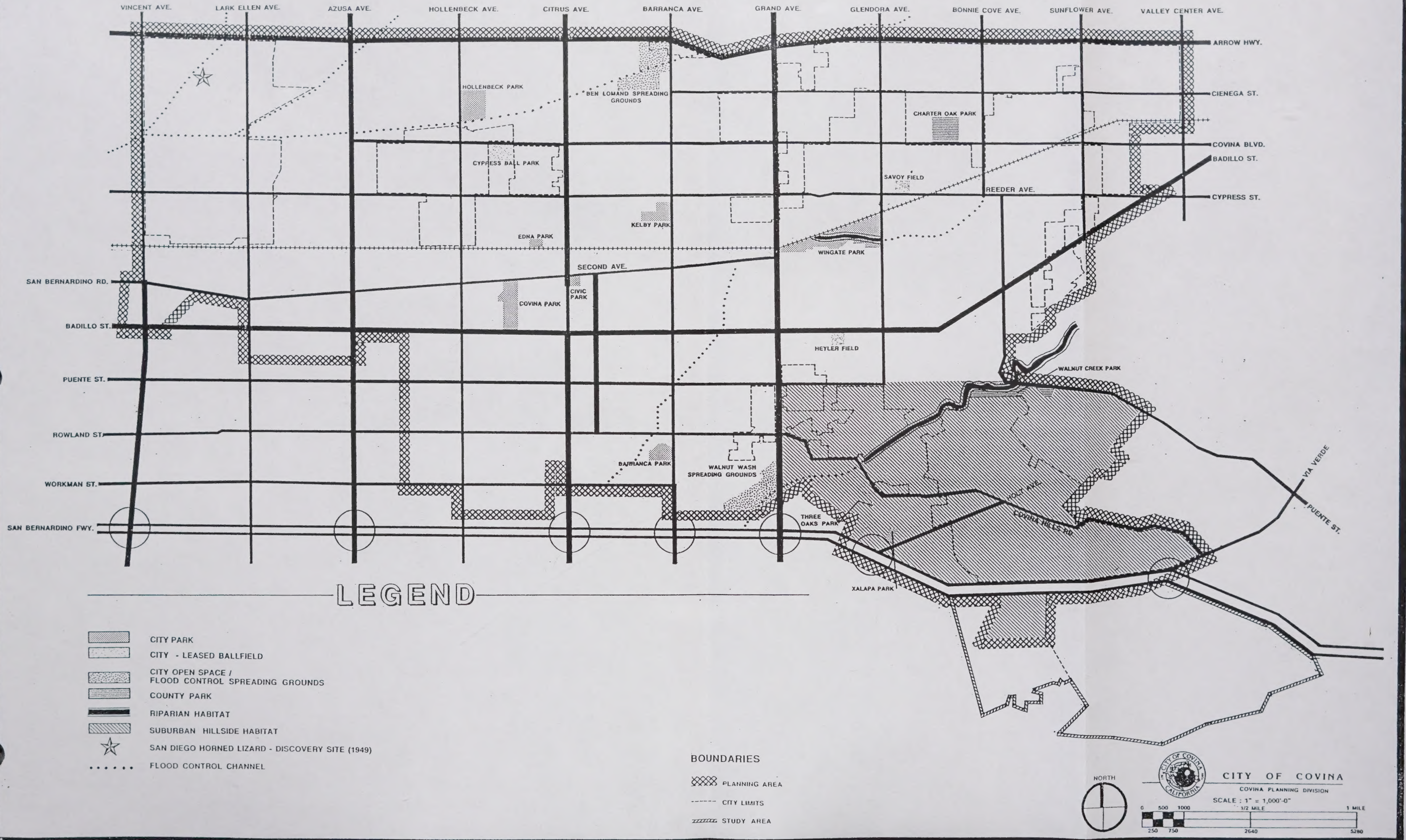
COVINA GENERAL PLAN

PARK, OPEN SPACE & NATURAL RESOURCES


VINCENT AVE.
LARK ELLEN AVE.
AZUSA AVE.
HOLLENBECK AVE.
CITRUS AVE.
BARRANCA AVE.
GRAND AVE.
GLENDORA AVE.
BONNIE COVE AVE.
SUNFLOWER AVE.
VALLEY CENTER AVE.
ARROW HWY.
CIENEGA ST.
COVINA BLVD.
BADILLO ST.
CYPRESS ST.
REEDER AVE.
HOLLENBECK PARK
BEN LOMAND SPREADING GROUNDS
CHARTER OAK PARK
CYPRESS BALL PARK
SAVOY FIELD
KELBY PARK
EDNA PARK
WINGATE PARK
SECOND AVE.
SAN BERNARDINO RD.
CIVIC PARK
COVINA PARK
BADILLO ST.
HEYLER FIELD
PUENTE ST.
WALNUT CREEK PARK
ROWLAND ST.
BARRANCA PARK
WALNUT WASH SPREADING GROUNDS
WORKMAN ST.
HOLT AVE.
VIA VERDE
COVINA HILLS RD.
PUENTE ST.
SAN BERNARDINO FWY.
THREE OAKS PARK
XALAPA PARK
LEGEND
CITY PARK
CITY - LEASED BALLFIELD
CITY OPEN SPACE / FLOOD CONTROL SPREADING GROUNDS
COUNTY PARK
RIPARIAN HABITAT
SUBURBAN HILLSIDE HABITAT
SAN DIEGO HORNED LIZARD - DISCOVERY SITE (1949)
FLOOD CONTROL CHANNEL
BOUNDARIES
PLANNING AREA
CITY LIMITS
STUDY AREA
NORTH
CITY OF COVINA
COVINA PLANNING DIVISION
SCALE : 1" = 1,000'-0"
0
500
1000
1/2 MILE
1 MILE
250
750
2640
5280

COVINA
GENERAL PLAN
SAFETY
ELEMENT

COVINA
GENERAL PLAN
SAFETY
ELEMENT

PREPARED BY
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF

APPROVED BY PLANNING COMMISSION - March 14, 2000
APPROVED BY CITY COUNCIL - April 18, 2000

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EXECUTIVE SUMMARY

The Safety Element of the General Plan serves to protect the community from any unreasonable risks associated with the effects of potential natural and man-made disasters, including earthquakes, geologic hazards, such as landslides, floods, fires, and hazardous materials accidents. In other words, the Safety Element aims to reduce death, injuries, property damage, and the economic and social dislocation resulting from major disasters by establishing and applying safety-related policies, standards, designations, and programs to land use and development decisions and actions. Recognizing and appropriately handling potential disasters of all types are important for maintaining a community's overall functionality, vitality, image, and quality of life.

The entire contents of this Element are based on State planning law requirements (Section 65302(g) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, as is the case with all chapters of the general plan, the State establishes the overall data and analysis requirements, while allowing local governments to address their safety issues and challenges in a manner tailored to local conditions and circumstances. Therefore, the Element has been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. Covina is generally flat, though contains a hilly enclave in the southeastern area (Covina Hills), and is today almost completely built-out. However, future growth in the City is expected, considering the remaining vacant and many underutilized properties as well as market trends. The community, which possesses a historic downtown that is a key social and economic center of the City, is characterized by predominately low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. Despite Covina's stability, positive image and appearance, and reputation as a good community in which to live, work, shop, and seek recreation and entertainment, the City is susceptible to some natural and man-made hazards because of regional geography (i.e., being in earthquake-prone southern California), urbanization (in which fires and hazardous materials accidents could occur in structures and on roads), topography (in which wild land fires and landslides and mudslides could take place in the hilly Covina Hills area), hydrology (considering that major flooding could occur around the unimproved portion of Walnut Creek in Covina Hills, being located downstream from the major Bonelli Park flood control complex), future development, and other factors. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

The Safety Element is divided into twelve chapters. The first chapter introduces and presents general information on the Element process, as mentioned above, as well as below-described Element contents.

In section number two, potential seismic and geologic hazards are identified, to the extent applicable to Covina, and appraised and mapped. The key issues in this area include: 1) monitoring the two potentially active earthquake faults in Covina for any movement and, if detected, taking appropriate actions; 2) coping with possible ground shaking hazards and concomitant effects and risks in Covina that could occur as a result of movement along any of the several active earthquake faults throughout southern California; 3) coping with possible landslide and mudslide hazards and concomitant effects and risks in Covina Hills that could occur as a result of continuous erosion processes or the simultaneous interaction of an unstable surface condition with either an earthquake or a heavy rain; and 4) promoting earthquake preparedness in the community by participating in various programs. Other salient issues here pertain to: 5) maintaining current seismic- and structural-related codes and standards and grading and construction practices; 6) continuing to retrofit older, unreinforced masonry and similar buildings; and 7) recognizing and appropriately handling the unique geological, soil, and topographic conditions in and near the Covina Hills area.

The third chapter discusses and analyzes potential flooding hazards. The primary issues consist of: 1) supporting and working with Los Angeles County in maintaining the existing flood control infrastructure serving Covina; 2) supporting and working with Los Angeles County in enhancing the local storm drainage system in particular areas to address local minor flooding and ponding problems; and 3) coping with seasonal moderate flooding and erosion problems in and around the unimproved section of the Walnut Creek Flood Control Channel in Covina Hills, which is related to the excessive release of storm waters from the upstream Puddingstone Reservoir and Dam complex. Other key issues in this area include: 4) studying and monitoring the cumulative effects and implications of property damage, human danger, and soil erosion and concomitant threats to wildlife in and adjacent to the unimproved section of Walnut Creek relative to existing, seasonal flooding; 5) following appropriate Uniform Building Code provisions regulating earth work and grading during construction and pertaining to other matters to minimize erosion along the banks of, again, the unimproved section of Walnut Creek; and 6) encouraging the County to develop a program to seismically reinforce Puddingstone Dam.

Section number four focuses on dangers associated with possible fires. The key issues in this area include: 1) coping with potential urban or structure-oriented fires, particularly regarding older, larger apartment and commercial and industrial buildings that lack automatic sprinklers and other fire prevention features; 2) coping with potential wild land or hillside oriented fires, a threat that exists in and adjacent to the Covina Hills area because of the district's proximity of a relatively large number of residential houses to combustible plant materials; and 3) continuing to maintain appropriate Building and Safety, Fire, and Planning Department/Division requirements and standards for new construction and for substantial additions to existing structures to prevent and minimize potential urban and wild land fires in the community. Additional noteworthy issues here pertain to: 4) maintaining ongoing fire inspection, neighborhood preservation, general code enforcement, and business monitoring programs that reduce fire and other dangers associated with residential, commercial, industrial, and institutional buildings and 5) continuing with existing citywide fire prevention/education programs to bolster public awareness of the disastrous impacts that fires can have on the community.

The fifth chapter discusses and analyzes issues pertaining to hazardous materials, particularly potential accidents. The salient hazardous materials issues are: 1) dealing with the ongoing generation, use, and storage of various hazardous materials in Covina, which raises the possibility of chemical spills, gas leaks, explosions, structural fires, and resource contamination; 2) continuing to maintain information on City businesses and entities that handle hazardous materials to best respond in the event of an accident or to call upon Los Angeles County officials for assistance; 3) continuing to maintain City Building and Safety Division and Fire Department inspections and efforts to identify hazardous materials use and storage in various businesses and activities; 4) dealing with the ongoing transport of large quantities of hazardous materials through and near Covina along the San Bernardino Freeway, the Metrolink Commuter Rail Line, and via major arterial streets; and 5) dealing with the treatment and disposal of hazardous wastes from commercial, industrial, and institutional uses. Other key issues in this area include: 6) dealing with the disposal of household items considered hazardous; 7) dealing with potential or actual underground hazards from storage tanks, septic tanks, and natural gas distribution lines, which, in some cases, have led to soil contamination; 8) continuing to cooperate with the appropriate State and County departments on the identification, monitoring, and remediation of subsurface pollution, particularly from underground storage or septic tank leakage, through appropriate actions; 9) cooperating with appropriate agencies in preventing waste disposal as well as all non-storm water discharges into the storm drainage system; and 10) cooperating with Los Angeles County and all other levels of government in incorporating into the General Plan applicable portions of the Los Angeles County Hazardous Waste Management Plan, which concerns the treatment and disposal of hazardous materials at the municipal level, particularly sections on the location identification and siting criteria of, the analysis of, the application of conditions to, and the inclusion of public participation on potential hazardous waste treatment or disposal facilities.

Section number six of the Safety Element focuses on risk assessment. The chapter expands on the risks pertaining to the previously-mentioned seismic and geologic conditions, flooding, fires, and hazardous materials by presenting various criteria that further assess and describe the potential for hazard-related community upset. The key issues here include: 1) recognizing ground shaking, ground lurching, flooding around Walnut Creek, dam failure, seiches, urban fires, and underground storage tank problems as having the highest potential of occurring; 2) recognizing ground shaking, flooding around Walnut Creek, and dam failure or seiches as potentially causing the most extensive overall upset to the community; 3) acknowledging that the actual/quantifiable risks associated with potential disasters cannot be predicted with certainty because their incidence in Covina sometimes depends on the occurrence of unusual circumstances; and 4) acknowledging the need to prevent and prepare for a disaster by promoting emergency preparedness activities, by supporting adequate public safety personnel and resources, and by following related strategies.

The seventh chapter concludes the "assessment" sections of the Element by presenting emergency preparedness and related and general matters. Under this topic, the primary issues are: 1) maintaining and periodically revising the Covina Emergency (preparedness) Plan as a viable tool to prepare, mobilize, and employ public and private resources to meet essential needs in a serious natural or man-made emergency as well as to restore normal conditions as quickly as possible; 2) utilizing appropriate inter-agency processes and mutual aid agreements in emergency preparedness planning and during an actual disaster to most effectively deal with other entities and to address community needs; 3) supporting community programs that train volunteers to assist City staff in emergency preparedness planning; and 4) promoting public awareness concerning emergency preparedness matters. The other chief issues in this area include: 5) continuing to supply the Covina Fire and Police Departments with adequate personnel, equipment, resources, and facilities to perform their many duties, including responding to disasters, emergencies, and everyday public safety-related service requests and participating in emergency preparedness planning; 6) maintaining fire-, paramedical-, and police-related mutual aid agreements with surrounding communities for supplemental emergency service assistance, when needed; 7) ensuring that future firefighting, paramedical, and police protective resources and services keep pace with projected moderate growth and redevelopment activities; 8) ensuring that new, expanded, or altered potentially problematic developments mitigate any public safety-related impacts; and 9) continuing with various fire and crime prevention programs. The final noteworthy issues concerning emergency preparedness and related issues consist of: 10) maintaining the San Bernardino Freeway and the major roads as Covina's evacuation routes in significant emergencies; 11) maintaining adequate water pressure flow capacity in Covina and sufficient fire hydrants to allow for proper firefighting capabilities; 12) maintaining adequate public and private road provisions and site design standards to ensure that hazardous incidents and emergencies can be quickly accessed by emergency vehicles and personnel; and 13) maintaining a coordinated, inter-departmental approach in reviewing public and private projects and proposals to facilitate implementation of all City public safety-related codes and standards.

In section number eight, the goal and policies of the Safety Element are presented. Goals and policies are important because they serve as the chief tools with respect to private development and public project evaluation and decision-making and overall local direction setting as well as the primary basis for the Element's implementation measures, discussed in the subsequent chapter. A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In applying the two terms to Covina, one goal and several policies are utilized. The goal is:

> A community in which the loss of lives, serious injuries, major damages to public and private structures/ properties, the loss of natural resources, economic and social dislocation, and the disruption of vital services associated with a potential natural or man-made disaster are prevented.

The policies are listed within a framework relative to the following five topical areas:

1. Potential seismic and geologic hazards.
2. Potential flooding hazards.
3. Potential fire hazards.
4. Hazardous materials.
5. Emergency preparedness and related and general matters.

Thus, the categorization of policies generally follows the previous chapters on hazard identification and analysis. The key policies for the first topical area, potential seismic and geologic hazards, call for the City to require all new and expanded or improved buildings and structures to comply with current seismic-related codes, standards, and construction practices; to require adequate soils, geologic, and/or structural studies/evaluations prior to any building construction, particularly in the Covina Hills area, to identify appropriate, development-accommodating engineering and development siting measures; to follow all applicable development and grading standards and practices in the Covina Hills area; to continue with voluntary seismic retrofitting of older, unreinforced masonry and similar buildings in conjunction with ongoing commercial revitalization, community development, and general renovation activities for the orderly and effective abatement of potentially hazardous structures; and to consider the aesthetic, historic, and/or cultural significance of a building to be upgraded for seismic safety and, to the greatest extent possible, to avoid demolition or alteration of a structure's appearance or character in seismic retrofitting. Other noteworthy policies under potential seismic and geologic hazards require Covina to request that Los Angeles County develop a program and funding mechanism to seismically reinforce Puddingstone Dam to protect the City and other downstream areas from possible major flooding; to monitor the dormant/potentially active Indian Hill and Walnut Creek Fault systems in Covina for any officially documented movement and, if detected, to closely investigate the matter, including determining the exact location and nature of the fault, probable extent of earthquake activity, and the appropriate development policies and standards to adopt; where slope-denuding fires strike in the Covina Hills area, to maintain or encourage reasonable replanting efforts on public and private properties to stabilize bare hillsides against possible landslides or mudslides during subsequent rain storms; to further investigate and collect additional data on seismic, geologic, and soil conditions affecting the community, particularly in the Covina Hills area; and to promote earthquake preparedness within the community by participating in quake awareness programs, such as the distribution of brochure materials and informative literature on methods to safeguard lives and property during seismic events.

The main policies for the second area, potential flooding hazards, call for the City to support the efforts of and work with Los Angeles County to maintain the existing flood control infrastructure serving Covina to meet the community's drainage needs; to support the efforts of and work with Los Angeles County to enhance the local storm drainage system in particular areas to relieve local minor flooding and ponding problems and to accommodate future moderate growth; to work with the State, Los Angeles County, and other officials to attain a permanent solution to Walnut Creek flooding and erosion problems, such as by developing a program to seismically reinforce the upstream Puddingstone Dam or by having the County lower the Puddingstone Reservoir water level during the winter months; to continue to require that all new and significantly expanded developments incorporate sufficient measures to mitigate flood hazards, such as the design of on-site drainage systems to link with the citywide flood control infrastructure; and to maximize permeable surface area to reduce site runoff, like by imposing reasonable landscaping requirements. Other important policies under potential flooding hazards require the City to address, to the greatest extent possible, the short-term or day-to-day effects and problems in and adjacent to the unimproved portion of Walnut Creek relating to seasonal flooding by prohibiting the construction of habitable structures within or near the wash, administering additional reasonable development standards for properties abutting the Creek, and following other appropriate measures; to study and monitor the long-term or cumulative effects and implications of property damage, human danger, and soil erosion and concomitant threats to wildlife in and adjacent to the unimproved section of Walnut Creek relating to existing, seasonal flooding conditions; to adhere to appropriate Uniform Building Code provisions regulating earth work during construction to minimize erosion along the banks of the unimproved section of Walnut Creek; and to improve emergency preparedness activities in areas subject to potential dam failure–generated inundation by following various measures.

The third policy area deals with potential fire hazards. Here, the key policies indicate that the City will maintain a preventative approach in handling potential urban and wild land fires; maintain all fire-inhibiting Building and Safety and Fire Department requirements and standards for new construction and for substantial additions to existing structures, including those for fire-resistant building and roofing materials and detector and alarm systems; maintain all fire-inhibiting Planning Department requirements and standards for new construction and for substantial additions to existing structures, including those for site planning, building setback, landscape design, and minimum road and driveway widths; and maintain ongoing fire and business license inspection and business monitoring programs as well as code enforcement activities, particularly relating to establishments using or storing hazardous materials. In addition, the City would continue to follow weed abatement programs in Covina Hills to reduce the amount of combustible vegetation;

continue with existing citywide fire prevention/education programs; and maintain and periodically review procedures for dealing with potential urban and wild land fires and hazardous materials accidents in the Covina Emergency Plan.

Under the fourth topical area, hazardous materials, Covina commits to continue to cooperate with all applicable laws and agencies concerning the regulation of the use, storage, and disposal of hazardous materials; to continue to contract with Los Angeles County to administer various State-required monitoring activities and permitting processes regarding the utilization, storage, and transportation of hazardous materials and to respond to major hazardous materials accidents; to support City Fire Department general inspections in identifying and addressing hazardous materials; to support City Building and Safety Department efforts to identify hazardous materials use and storage in the business license inspection process; and to implement a storm water/urban runoff management program to prohibit all waste disposal and non-storm water discharges into the public storm drainage system (related policies are also documented). Other salient policies on hazardous materials call for the City to prohibit high intensity or high risk industrial uses in the community; to inform residents of the types of household hazardous wastes and the proper manner of disposal thereof; to support strong and consistent enforcement of all laws pertaining to hazardous materials transport in and adjacent to Covina; to continue to identify, address, and resolve underground contamination through various local processes; and to support Federal, State, and County efforts to identify, monitor, and remediate subsurface pollution created by underground storage or septic tank leakage. Lastly, key policies here state that the City will require all new development to be connected to public sewers; appropriately handle septic tanks, when found in conjunction with development activities; prevent hazards relating to major high-pressure natural gas distribution lines that underlie Covina by appropriately conducting various permit issuance processes and supporting other measures; implement the Los Angeles County Hazardous Waste Management Plan, while paying particular attention to sections on the location identification and siting criteria of, the analysis of, the application of conditions to, and the inclusion of public participation on potential hazardous waste treatment facilities to further community health, safety, welfare, and integrity; and maintain and periodically review procedures for dealing with potential hazardous materials accidents of all types in the Covina Emergency Plan.

The key policies for the last topical area, emergency preparedness and related and general matters, call for the City to maintain and occasionally update the Covina Emergency (preparedness) Plan to allow the local government, residents, and businesses to handle a natural or man-made disaster in an efficient, organized, and expedient manner and to restore normal conditions as quickly as possible; to continue to support, follow, and train all Covina City employees in the Standardized Emergency Management System (SEMS), the chief inter-agency process/framework relating to emergency preparedness, management, and resolution, to best handle potential disasters and to most efficiently and effectively deal with other entities; to promote continuing public awareness concerning emergency preparedness matters by preparing and distributing various information to the community; to sponsor and support community programs that train volunteers to assist City staff in disseminating information on emergency procedures and in performing effectively after an actual disaster; to establish the mitigation of earthquake hazards as a high priority for applicable City programs/strategies, both before and after an earthquake; and to develop programs, procedures, and funding sources to promote the rapid and effective reconstruction and recovery of effected portions of the City following an earthquake or other major disaster, as opportunities allow.

Additional important policies state that Covina will designate and maintain the San Bernardino Freeway and the major roads or primary arterial, secondary arterial, and collector streets (as defined in the Circulation Element) as the City's evacuation routes in relation to major emergencies; continue to supply the Covina Fire and Police Departments with adequate personnel, equipment, resources, and facilities to perform their many duties, including responding to disasters, emergencies, and everyday public safety-related service requests, and handling emergency preparedness planning, such that the community is afforded the highest quality, most efficient emergency services; constantly monitor and evaluate operations and procedures relative to emergency service provision and ensure that the quality and scope of future fire, paramedical, and police protective resources and services keep pace with projected moderate growth and redevelopment and community revitalization activities; maintain fire-, paramedical-, and law enforcement-related mutual aid and specific service agreements with surrounding communities and with Los Angeles County to best assist Covina emergency service personnel; continue with various fire and crime prevention programs; and require that new, expanded, or altered potentially problematic or public safety-threatening developments, uses, and businesses mitigate any impacts on services that may result from the proposals. The final key policies for this fifth topical area, emergency preparedness and related and general matters, call for the City to maintain adequate water pressure flow capacity in Covina and sufficient fire hydrants to allow for proper firefighting capabilities; to maintain adequate minimum road width and other appropriate public and private street design standards (as described in the Circulation Element and Subdivision Ordinance) to ensure that hazardous incidents and emergencies can be quickly and safely accessed by emergency vehicles; to maintain adequate site design standards for public and private driveways, parking aisles, vehicular turnaround, driveway approaches, building setback, clearances around structures, and other elements (in accordance with the Zoning Ordinance, Uniform Building Code, and Uniform Fire Code) to, again, ensure that hazardous incidents and emergencies can be quickly and safety accessed by emergency vehicles and personnel; to continue to maintain a coordinated, cooperative, and inter-departmental approach in reviewing new or expanded/altered public and private developments and uses to facilitate implementation of all City public safety-related codes and standards; and to monitor future hazard- and safety-related conditions, discoveries, and local policy changes and, when necessary, make appropriate General Plan amendments.

The ninth chapter of the Safety Element discusses the programs/implementation measures, which, along with the goal and policies, serve as the backbone of the Element. Programs supplement and ensure that the Safety Element's goal and policies will reach fruition. The programs and measures are divided into six below-listed subject areas that generally follow the categorization of the policies. The subject areas are:

1. Potential Seismic and Geologic Hazards.

2. Potential Flooding Hazards.

3. Potential Fire Hazards.

4. Hazardous Materials.

5. Emergency Preparedness and Related Matters.

6. Inter-Topic General Matters.

Various specific and general programs are presented, which, again, supplement the previously-listed goal and policies.

Section number ten discusses the Safety Element's relation to and consistency with other General Plan chapters. The Safety Element is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a close tie to the Land Use Element because, under State law, the proposed land use development scenario must reflect the community's identified potential hazards and corresponding mitigation or abatement measures. In addition, under State law, the Safety Element must be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. The City of Covina has met this consistency requirement by updating all General Plan Elements simultaneously, including utilizing one common data and information base and cross-checking all goals, policies, and plans/implementation measures among the various Elements. This inter-Element consistency will also ensure that implementation of the Safety and all other Elements will realize the same results. In addition, if the Safety Element is amended in the future, the City will verify that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity.

The eleventh chapter lists the various measures that the City has undertaken to guide citizen participation in the General Plan update process. These items include questionnaires; public forums; cable television segments; and flyers, press releases, and articles. In addition, City staff received numerous citizen and business comments on the phone, at the public counter, and in the course of site-specific project reviews and met with and elicited the views of various City advisory bodies involved with safety issues. Public comments elicited from the measures were carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the Element's identification and discussion of potential hazards facing Covina and, therefore, in developing the safety goal, policies, and programs/implementation measures. State planning law places a strong emphasis on citizen participation in the General Plan preparation as well as implementation and amendment processes.

The twelfth and final chapter of the Safety Element discusses monitoring implementation, which is also a State requirement and is important to ensure that the Element fulfills its primary purpose of protecting the community from any unreasonable risks associated with the effects of potential natural and man-made disasters. The City will fulfill its obligation to monitor implementation by preparing a State-required annual report on this matter to the Planning Commission and City Council. Any identified underutilized policies or programs will be adequately handled and problems or deficiencies will be carefully studied and appropriately managed to ensure that the desired Safety Element goal is met. Because the Safety Element is an important chapter and closely tied to the central Land Use Element, monitoring is particularly relevant here.

Much of the background information and facts and analysis of data for this Element appear in the accompanying Technical Appendix, a consultant-prepared compilation of primarily seismic and geologic subjects, with some materials on flooding and fire issues. Though separate, the Technical Appendix is legally part of the Safety Element. The City believes that this two-document organization best addresses applicable planning statutes and policies as well as local conditions and needs.

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I. INTRODUCTION/BACKGROUND

The Safety Element of the General Plan serves to protect the community from any unreasonable risks associated with the effects of various potential natural and man-made disasters. Under State planning law (discussed below), possible hazards include: 1) seismic (or, earthquake-related); 2) geologic (e.g., landslides); 3) tsunami (or, tidal waves); 4) flooding; 5) fires; and 6) hazardous materials accidents. The potential disasters must be identified, appraised, and mapped (where possible) as well as addressed in terms of evacuation routes, peakload water supply requirements (pertaining mainly to fires and hazardous materials incidents), minimum road widths, and clearances around structures. In other words, the Safety Element aims to reduce death, injuries, property damage, and the economic and social dislocation resulting from major disasters by establishing and applying safety-related policies, standards, designations, and programs to land use and development decisions and actions. Because Covina is, as clarified below, a generally mature suburban community in the east San Gabriel Valley (an inland subregion) of (earthquake-prone) greater Los Angeles, has many commercial and industrial businesses, and has extensive infrastructure, safety issues in the community center primarily around potential earthquakes, fires, and hazardous materials accidents and concomitant risks and effects. However, because the southeastern part of the community is, in many places, hilly, very low density, and traversed by a partly unimproved wash linked to a major flood control facility (at Bonelli Park, which is upstream to the east), possible landslides and major flooding also pose threats to this area and therefore are noteworthy matters as well. Recognizing and appropriately handling potential disasters of all types are important for maintaining a community's overall functionality, vitality, image, and quality of life. From the standpoint of the entire General Plan process, the Safety Element is closely related to the chapters on Land Use, Circulation, Housing, and Natural Resources and Open Space.

The complete contents of this Element are based on State planning law requirements (Section 65302(g) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, as is the case with all chapters of the general plan, the State establishes the overall data and analysis requirements, while allowing local governments to address their safety issues and challenges in a manner tailored to local conditions and circumstances. Therefore, as indicated below, the Element has been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

The Safety Element is divided into twelve chapters. Following this Background chapter, the second section presents an identification, discussion, and mapping of the potential seismic and geologic hazards affecting Covina, which primarily emanate from, respectively, active earthquake faults located throughout southern California (but which do not pass through Covina) and possible landslides or mudslides in the topographically varied Covina Hills area. There is also a section on local structural conditions and seismic retrofitting efforts. Here, reference is made to an accompanying communitywide seismic and geologic assessment that functions as the Technical Appendix to this Element. The third area exhibits an identification of and discussion on possible flooding hazards, which, as indicated above, focus on the section around Walnut Creek in Covina Hills. Areas in the predominant flat territory of Covina that experience minor flooding and ponding problems are also mentioned. Section number four presents the potential fire hazards, which are broken down according to the flatland and hillside areas. The fifth chapter identifies and discusses possible dangers associated with the handling of hazardous materials and the generation of hazardous wastes by both businesses, which pose the greatest threats, and households. Other topics discussed here include the transportation of hazardous wastes in Covina, identified and potential problems related to underground storage and septic tanks and high-pressure natural gas distribution lines, and the Los Angeles County Hazardous Waste Management Plan, a key regional-oriented document that brings cities into the hazardous waste treatment process. The sixth area approaches the previously-identified potential disasters by presenting various criteria that further estimate risks associated with these hazards and that assess and describe the likely extent of upset to the community and surrounding area that would occur as a result of various disasters.

Chapter number seven concludes the informational/factual portion of the Element by presenting emergency preparedness and related information as well as general State-required matters, including the Covina Emergency (preparedness) Plan, evacuation routes, emergency response personnel (i.e., the City Fire and Police Departments), peakload water supply requirements, and minimum road widths and clearances around structures (which pertain to emergency personnel/vehicle accessibility). Following this chapter, the eighth section lists the Safety Element goal and policies, an important component that bridges the gap between where the City is and what type of community it wishes to become. The ninth chapter describes programs/implementation measures, which supplement and ensure fruition of the goal and policies. Sections ten, eleven, and twelve conclude the document by discussing, respectively, the relation to and consistency with other General Plan Elements, citizen participation in Element formation, and monitoring Safety Element implementation.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. Covina is generally flat, though contains a hilly enclave in the southeastern area (Covina Hills), and is today almost completely built-out. However, future growth in the City is expected, considering the remaining vacant and many underutilized properties as well as market trends. The community, which possesses a historic downtown that is a key social and economic center of the City, is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. Despite Covina's stability, positive image and appearance, and reputation as a good community in which to live, work, shop, and seek recreation and entertainment, the City is susceptible to some natural and man-made hazards because of regional geography (i.e., being in earthquake-prone southern California), urbanization (in which fires and hazardous materials accidents could occur in structures and on roads), topography (in which wild land fires and landslides and mudslides could take place in the hilly Covina Hills area), hydrology (considering that major flooding could occur around the unimproved portion of Walnut Creek in Covina Hills, being located downstream from the major Bonelli Park flood control complex), future development, and other factors. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

II. IDENTIFICATION AND APPRAISAL OF SEISMIC AND GEOLOGIC HAZARDS

A. General

As stated in the previous chapter, under this topic, State law requires the identification and mapping of known, potential seismic and geologic hazards, including ground shaking, ground lurching, ground rupture, tsunami, seiche, and ground failure, which encompasses liquefaction, settlement, subsidence, and landslides and mudslides. This identification is intended to serve as a basis for the Safety Element goal, policies, and programs on the management, mitigation, and, if possible, prevention of adverse effects or community upset associated with these hazards.

In Covina, as explained below, there are no major earthquake faults, though the City lies in a seismically active region and two dormant faults pass through the community. This means that Covina could experience ground shaking and ground lurching hazards from movement along active faults in adjacent or distant areas but faces limited susceptibility to ground rupture, a phenomenon that occurs only immediately around the active faults. And because Covina is predominantly flat and geologically stable, most ground failure problems, namely liquefaction, settlement, and subsidence, have not been identified in the past and appear unlikely to occur in the future. However, in the topographically-varied Covina Hills area, where many homes were developed on fill, landslides or mudslides may take place. Regarding tsunami, inasmuch as Covina is an inland community, the hazard would not affect the City. (Seiches are discussed in the subsequent chapter under flooding.) Thus, from a planning standpoint, certain seismic or geologic hazards could cause damages in the community while others are relatively or totally insignificant. The following chapter, therefore, discusses these matters to the extent that they pertain to Covina.

It is noted that information and facts relating to the City's seismic and geologic setting are clarified in the accompanying Technical Appendix, which is a detailed, consultant-prepared report on existing topical conditions. Though separate, the Technical Appendix is legally part of this Element. Matters relating to other areas, as stated below, are referenced from general documents and correspondence on file in the Covina Planning Division.

B. Seismic and Geologic Setting and Faults and Earthquakes

The City of Covina lies within a metropolitan area that has historically been seismically active. Earthquakes occur as the result of movement along breaks in the crust of the earth, which are called faults. The earthquake is basically the effect of the shock waves generated by the break. If the area of the break is small and limited to the deeper part of the crust, then the resulting movement would be small. However, if the fracture is large and extends to the surface, the break can result in a major earthquake.

Faults are prevalent throughout California and are commonly classified as either "active" or "potentially active." An active fault is a break that has moved in recent geologic time (the last 11,000 years) and that is likely to move within the next approximately 100 years. Active faults are the primary focus of concern in attempting to prevent earthquake hazards. A potentially active fault is one that has shifted but not in the recent geologic period (or, between 11,000 and 3,000,000 years ago) and is therefore considered dormant or unlikely to move in the future. The Technical Appendix should be referenced for more general information on this topic.

No active faults have been identified within or adjacent to the boundaries of the Covina Planning Area, which, most importantly, indicates that the community does not fall under either the State Earthquake Fault Zoning Act or the State Hazards Mapping Act. These Acts basically require that local governments, in the general plan update process, adopt policies and criteria to ensure the structural adequacy of buildings erected across active faults for human occupancy. In some cases, the development of structures must be prohibited. Verification that the above Acts do not pertain to Covina was obtained through correspondence with the State Department of Conservation and is on file with the City Planning Division.

According to the Technical Appendix, there are two potentially active earthquake faults that pass through Covina, therefore indicating, as previously stated, that they would not pose a significant seismic threat or hazard to the community. The two faults are: 1) the Indian Hill Fault, which runs through a portion of the northeastern section of the City and 2) the Walnut Creek Fault, which traverses southeastern Covina along Walnut Creek. Nevertheless, because below-described hazards could theoretically occur, the City will take note of and monitor these fault systems with respect to future development and planning matters, to the greatest extent possible. For clarification on the faults, refer to the Technical Appendix and accompanying Seismic Hazards Map.

Despite the fact that Covina faces limited threats from interior seismicity, there are a number of active faults in southern California that could potentially move and thus result in hazards to the community. The Technical Appendix describes these faults in detail, including their distances from Covina, lengths, maximum (Richter Scale) magnitudes of historical quakes, and maximum probable earthquake (again, Richter Scale) magnitudes that could be expected. Noteworthy, relevant information is summarized below.

The closest active faults to Covina are the Sierra Madre and Duarte and Lower Duarte Faults, which are approximately between 2 and 4 miles north of the City, as also shown on the Seismic Hazards Map. This fault zone is believed to have moved during the 1971 San Fernando earthquake, which reached a magnitude of 6.4. In addition, a segment of the well-known San Andreas Fault, the portion of which runs between San Bernardino City and Parkfield (southeast Monterey County) and is considered most capable of generating a large earthquake upsetting Covina as well as the surrounding region, lies only about 20 miles northeast of the City. Geologic evidence suggests that the San Andreas Fault has a 50 percent chance of producing a magnitude 7.5 to 8.5 quake (comparable to the great San Francisco earthquake of 1906) within the next 30 years. The other active faults closest to or within 20 miles of Covina include the Whittier-Elsinore Fault (10 miles to the southwest), the Norwalk Fault (20 miles to the southwest), and the Raymond Fault (15 miles to the northwest). The previously-mentioned San Andreas and other active Faults close to Covina are mapped on Figure 3 of the Technical Appendix. A significant earthquake originating along any of these or other regional faults could cause damage to buildings and infrastructure as well as injuries and fatalities in Covina.

The above-noted earthquake-related potential problems or disturbances pertaining to Covina would actually occur as a result of primary and secondary effects or hazards associated with subsurface movement, such as ground shaking and ground failure, which are discussed in the following section. Generally, in a community like Covina, where there are no active faults, the probable extent of hazards related to crustal movement in adjacent or outlying areas would be a function of the City's geologic, soil, and topographic conditions. Most of Covina is located in the relatively flat San Gabriel alluvial fan, which is comprised of relatively deep sedimentary deposits derived from rocks exposed in the northerly San Gabriel Mountains. Geologic hazards under these conditions are limited to ground shaking. However, the southeastern portion of Covina (comprised primarily of residential properties) tends to be hilly and is underlain with thinner alluvium and bedrock, which, in certain sections, may be prone to ground failure, including landslides. For more information on Covina geology, refer to the Technical Appendix and the Seismic Hazards Map. Regarding the entire community, with very few exceptions, geologic, soil, and seismic hazards do not resist development, though do occasionally establish a need for particular types of detailed investigations that are conducted prior to construction.

C. Overview of Potential Seismic and Geologic Hazards and Concomitant Effects and Risks Relating to Covina

1. General

As indicated in the previous section, although there are no active faults within the City of Covina, seismic hazards and risks are not necessarily restricted to those areas directly along or surrounding a fault. Depending on the type of fault system, its depth, and other factors, earthquake waves produced by a seismic incident could have far-reaching impacts. Therefore, to ascertain the ramifications that earthquakes might have for and to protect the public health and safety of Covina, it is necessary to inventory and discuss potential seismic and geologic hazards and concomitant effects and risks relating to the community. It must also be noted here that, as stated in the prior section and in the Technical Appendix, the community could theoretically face seismic problems from the two potentially active faults that run through Covina.

Seismic and geologic hazards are typically classified from a sequential standpoint. Initially, the earthquake-related shock waves generated by movement along an active fault lead to what are called primary hazards, which include ground shaking, ground lurching, and ground rupture. Secondary hazards are defined as the interaction of one or more primary factors with existing ground instabilities, resulting in ground failure, such as liquefaction and landslides and tsunami. Concerning both types of hazards, it is noted that the City's susceptibility thereof varies considerably. In other words, as explained below, in the event of a major earthquake in the area, while some hazards could be considered inevitable, others are unlikely to occur but are noted for documentation purposes.

2. Ground shaking

Ground shaking is the movement of the earth's surface in response to a seismic event and, in general, is the primary cause for the collapse of buildings and other structures, injury, and loss of life. The intensity of the ground shaking and the extent of resultant damages are a function of the magnitude of the earthquake, distance from the fault movement, the characteristics of the surface and subsurface, geology, and a community's building types and intensities and daytime and nighttime populations.

Because of Covina's proximity to several previously-identified active faults and because of the prevalent, motion-susceptible alluvium that underlies the community, the City will experience ground shaking in the future. (And as indicated earlier, this activity could theoretically occur as a result of the two potentially active faults that lie within the community.) Ground shaking would likely be strongest in roughly the upper two-thirds of Covina, which is the closest to the northerly Sierra Madre and Duarte and Lower Duarte Faults. Refer to Seismic Hazards Map for clarification. And the fact that the City is generally built-out indicates the potential for considerable damage to structures as well as injuries and loss of life in the event of a major earthquake. The structures that are particularly vulnerable to damage are the older, unreinforced masonry buildings generally in the downtown. (See Section "D" below.) However, Covina's potential for major upset in a seismic incident could be tempered by the fact that the City has few multi-story structures. Nevertheless, in recent years, Covina has attempted to mitigate potential earthquake problems—or best protect public health and safety during foreseeable ground shaking—through the following of various seismic-related building codes (again, refer to Section "D" below) and emergency preparedness activities (discussed in Chapter VII). All in all, it is believed that whatever risks Covina faces from matters discussed herein are not unreasonable compared to surrounding areas.

3. Ground lurching

As earthquake waves travel through subsurface materials, the materials are stressed. If the amplitude of the earthquake waves is great enough, the earth materials could be overstressed and break, resulting in cracks, fissures, and displacement in the ground at places other than directly above the active fault. Unconsolidated and poorly solidified materials are most susceptible to ground lurching, but the phenomenon can occur in bedrock as well. Therefore, all areas within the City of Covina have a moderate or high potential for lurching. However, the problem per se is not considered to pose a health or safety threat.

4. Ground rupture

Ground rupture refers to the fracturing or vertical or lateral displacement of the earth's surface along a fault, which is caused by underlying crustal movement. The degree of displacement is a function of the intensity of an earthquake and may range from a few millimeters to several feet. However, only buildings and structures straddling faults would be subject to major damage. Covina's susceptibility to this type of hazard is limited because there are no active faults in the community. Whatever risks the community does face here concerning its two potentially active faults are believed to be reasonable—or not warranting any remedial action.

5. Ground failure

a. General

As mentioned earlier, ground failure is classified as a secondary seismic hazard, which refers to the interaction of one or more primary hazards—such as ground shaking—with existing surface instabilities and results in liquefaction, settlement, subsidence and/or landslides or mudslides. In short, ground failure is the inability of the earth to maintain its normal strength. This area of discussion states whether and, if applicable, to what extent these hazards pertain to Covina.

b. Liquefaction

Liquefaction is a phenomenon that occurs when water-laden, loose, and cohesionless soils are subject to intense seismic shaking and form a quicksand- or fluid-like soil condition below the ground surface. As a result, structural damage may occur as building foundations lose ground support. Liquefaction typically occurs in areas where the ground water is less than 30 feet from the surface and where the soils are composed of predominantly poorly consolidated fine sand. In Covina, liquefaction has not been a problem in the past and appears to have very limited future hazard potential because the water table is generally more than 50 feet deep and there are believed to be no areas of loose, cohesionless soils. This has been clarified on the Seismic Hazards Map. Also, it is noted that the City's geological and soil conditions have precluded this hazard from occurring in Covina's two ground water recharge basins/flood control spreading grounds, Ben Lomond, at the southwest corner of Arrow Highway and Barranca Avenue, and Walnut Wash, at the easterly terminus of Workman Avenue. Refer to Chapter III below and to the Natural Resources and Open Space Element for clarification on these facilities. Notwithstanding the above facts, the City will monitor this topic for future changes.

c. Settlement

Settlement of the ground may occur in poorly consolidated or particular soils or improperly compacted fills during earthquake shaking, though the problem could also arise during heavy rains. As a consequence, structural damage may take place. However, this activity is not of major concern to Covina because of generally favorable soil conditions and because the City has long-adhered to all applicable building code provisions in hillside developments.

Regarding the underlying soils, as stated in the Natural Resources and Open Space Element, the Soil Conservation Service of the U. S. Department of Agriculture maps and classifies this matter with respect to their suitability for resource conservation and agriculture as well as urban development. In that Element, it was noted that the two soil associations in the Covina area, Hanford (2-5% slopes) and Romona-Placentia (2-5% slopes), were generally suitable for urbanization, as opposed to agriculture. Mentioned here is the "limitation rating," which relates to the soils' capacity to support load and resist settlement. A rating of "slight" refers to soil properties that are favorable for construction. A "moderate" rating means that some soil properties are unfavorable, but construction can take place with special design/planning features. Soils with a "severe" rating require major soil reclamation and/or special design before any construction can take place. Most of the Covina Planning Area has a "slight" rating; some areas in the eastern, particularly southeast, part of the community are classified as "moderate." This means, again, that soil characteristics are generally favorable, though on certain properties construction would require special design/planning features. (It is noted that portions of a few properties backing up to Walnut Creek in the Covina Hills area have experienced some soil erosion caused by Creek inundation. This matter is discussed in conjunction with flooding hazards in the following chapter.)

d. Subsidence

Although it is typically not induced by seismic activity, subsidence may result in settling, tilting, or uneven land surfaces and therefore is worthy of discussion here. Subsidence generally occurs in areas of loose and soft soil materials when ground water is withdrawn to the extent that surface deformation takes place. Because of decreasing amounts of water extracted from below the surface in Covina in recent years, subsidence has not been viewed as a problem.

e. Landslides and mudslides

A landslide is defined as a falling mass of soil or rocks. This occurrence, which often constitutes a continuous erosional process, is considered a geologic, rather than seismic, hazard because the basis for a slide is an unstable surface condition, not an earthquake. The earthquake may, however, provide the triggering force to initiate the downward movement. In addition, landslides may also take place as a result of heavy rains, particularly after a major fire, or construction grading. The Technical Appendix lists common types of this phenomenon, including mudslides (generally, rapid downslope movement of saturated soil, sub-soil, and/or weathered bedrock) and rockfalls (basically, an avalanche of loose rock, disturbing more material as it cascades down a slope).

To identify where and to what extent landslide hazards are likely to occur in a community, it is necessary to locate hilly areas with particular rock types (e.g., fill, siltstone, or sandstone or poorly-compacted soils) and steep slopes (natural or man-made, generally exceeding 20%) as well as to ascertain where the hazards have been mapped or are known to exist. In Covina, although there have been no documented cases of major landslides (the community being predominantly flat), the problem is believed to have the potential for occurring in certain sections of the Covina Hills area, as indicated in the Technical Appendix and shown on the Seismic Hazards Map. This district, which is comprised of generally large-lot single-family homes and one business park, tends to be hilly and has many fill slopes. However, the City will continue to follow appropriate development standards and practices in Covina Hills to prevent possible problems. Also, where slope-denuding fires strike, the community will maintain reasonable replanting efforts to stabilize bare hillsides during subsequent rain storms. These obviations are particularly applicable to mudslides, which tend to be triggered as a result of a combination of fire and heavy rain, as opposed to geologic and slope instability alone, and therefore could be more difficult to foresee. But all in all, City officials believe that communitywide risks associated with landslide hazards are not unreasonable.

6. Tsunami

A tsunami is a sea wave, commonly referred to as a tidal wave, generated by an underwater seismic disturbance, such as sudden faulting or landslide activity. Tsunami generally affect low-lying coastal areas. Because Covina is an inland community (approximately 40 miles east of the Pacific Ocean), the City could not experience this phenomenon. (Seiches, earthquake-induced waves in a lake or reservoir, could theoretically upset Covina and, therefore, are discussed in the following section under "flooding hazards.")

D. Local Structural Conditions and Seismic Retrofitting Efforts

Regarding the above-noted potential seismic hazards, the topic must also be considered in relation to communitywide structural integrity because damaged buildings are generally a key factor in causing earthquake-related deaths and injuries. Experience has shown that newer, low- to moderate-intensity residential and non-residential structures constructed from well-built timber, regardless of whether they meet the most current seismic codes, have performed satisfactorily in past earthquakes. Therefore, the majority of buildings in Covina should provide a relatively low risk to loss of life and property during future fault movements. However, high occupancy commercial, industrial, and public buildings, which exist throughout the community, constitute greater though unquantifiable risks.

The highest potential for loss of life and injury during an earthquake is associated with buildings constructed prior to the adoption of seismic-resistive codes (or, before 1933), particularly structures of unreinforced masonry wall materials. These types of buildings pervade in the older downtown area and have been long regarded as a statewide concern, prompting State officials over the years to strengthen structure-related codes and, most notably in 1986, to pass significant legislation addressing the problem. The law, promulgated as Chapter 12.2 of the Government Code, required local governments in seismically active areas, by January 1, 1990, at a minimum 1) to identify all unreinforced masonry buildings and other potentially hazardous structures within their respective jurisdictions, 2) to notify the property owners of the applicable buildings' status, and 3) to report and file all information on potentially hazardous buildings to, respectively, the local legislative body and State Seismic Safety Commission. This legislation also authorized communities to adopt a program to mitigate potentially hazardous buildings through various measures, including seismic rehabilitation and demolition.

As described in the Technical Appendix, the City of Covina has complied with the above-mentioned seismic law. Notably, 72 structures in the downtown were placed on the community's official list of potentially hazardous buildings. Since this list was adopted, the community has been attempting to address the vulnerable structures by encouraging applicable owners to voluntarily pursue seismic retrofitting during remodeling. Renovation and thus retrofitting activities often occur in conjunction with the Redevelopment Agency's building façade enhancement program, which offers rebates of construction costs and other incentives to participants. A more aggressive, obligatory effort may be initiated in the future, too. It is noted that the above 72 "problem" structures represent only a fraction (less than 1%) of all buildings in the City. And each recent development in Covina meets every applicable seismic code so as to best resist earthquake motion. The seismic- and structural-related codes are generally administered by the Covina Building and Safety Division of the Community Development Department, though the State has jurisdiction over certain types of development, such as public schools, hospitals, and mobile home parks. Concerning areas with the potential for landslides and mudslides, as previously mentioned, the City attempts to prevent these problems to the greatest extent possible through following appropriate development and grading standards and practices. Again, for more information on structural performance, refer to the Technical Appendix.

E. Listing of Key Existing Seismic and Geologic Issues

This area of discussion lists the key Covina seismic and geologic issues, which are based on the facts and information presented in the previous sections, related, salient material, and community input (see Chapter XI for clarification). Issues are important because they clarify key seismic and geologic matters warranting attention and because, along with a detailed identification and discussion of local seismic and geologic conditions themselves (the preceding sections and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/implementation measures. Refer to the previous section and to the accompanying Technical Appendix for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The seismic and geologic issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Monitoring the two potentially active earthquake faults in Covina for any movement and, if detected, taking appropriate actions to restrict but permit development.

2. Coping with possible ground shaking hazards and concomitant effects and risks in Covina that could occur as a result of movement along any of the several active earthquake faults in the area and throughout southern California.

3. Handling problems and nuisances in Covina relating to ground lurching associated with movement along any of the many nearby and distant active earthquake faults.

4. Maintaining current seismic- and structural-related codes and standards and grading and construction practices on and continuing to require adequate soils, geologic, and/or structural studies for new and expanded or improved buildings to best prepare for potential earthquakes.

5. Recognizing and appropriately handling the unique geological, soil, and topographic conditions in and near the Covina Hills area with respect to grading and development proposals.

6. Continuing to retrofit older, unreinforced masonry and similar buildings that pervade in the downtown and considering to expand existing efforts thereof.

7. Monitoring the City for incidents of liquefaction, settlement, or subsidence and, if identified, taking necessary measures to restrict but permit construction.

8. Coping with possible landslide and mudslide hazards and concomitant effects and risks in Covina Hills that could occur as a result of a continuous erosion process or the simultaneous interaction of an unstable surface condition with either an earthquake or a heavy rain.

9. Maintaining replanting efforts after slope-denuding fires occur in Covina Hills to stabilize bare hillsides against possible ground failure during subsequent rainstorms.

10. Promoting earthquake preparedness in the community by participating in various programs and by maintaining the multi-hazard Covina Emergency Plan.

PICTURE 1. TYPICAL COMMERCIAL BUILDING IN RETAIL CENTER, AT CITRUS AVENUE AND PUENTE STREET. MODERN BUILDING CODES ENSURE THAT DEVELOPMENTS SUCH AS THIS ONE ARE STRUCTURALLY ADEQUATE AND THUS BEST SERVE THE COMMUNITY.

PICTURE 2. TYPICAL INDUSTRIAL BUILDING IN ARROW-GRAND BUSINESS PARK, NEAR GRAND AVENUE AND ARROW HIGHWAY. CURRENT STRUCTURE-RELATED CODES FURTHER GUARANTEE THAT LIGHT MANUFACTURING AND OTHER BUILDINGS THAT ARE IMPORTANT TO COVINA ARE SAFE AND FUNCTIONAL.

III. IDENTIFICATION AND APPRAISAL OF FLOODING HAZARDS

A. General

As stated in the Introduction above, under State planning law, the City must identify and appraise potential flooding hazards, particularly related to rivers, streams, and creeks, dam failure, seiches, and tsunami. The identification serves as a foundation for the Safety Element goal, policies, and programs on the management, mitigation, and, if possible, prevention of adverse effects or community upset associated with flooding dangers.

In Covina, except for the area around Walnut Creek in Covina Hills, the City has not experienced major flooding problems in recent years principally because of the community's favorable climate and developed, generally adequate infrastructure. This chapter begins by discussing these two factors and then explains that identified flooding, which typically occurs during heavy rains, has been minor in nature, confined to only a few intersections or stretches of major streets, and could be easily resolved through enlarging existing or constructing new storm drains. It is also mentioned here that according to a branch of the Federal Emergency Management Agency (FEMA) that oversees matters pertaining to this topic, Covina does not contain any Special Flood Hazard Areas. FEMA classifies the entire community as an area of minimal flooding. However, during heavy rains, some flooding takes place around Walnut Creek, a potentially hazardous situation that is subsequently discussed. This flooding, which results primarily from the controlled release of water from the upstream Puddingstone Reservoir and Dam complex, inundates portions of the back yards of up to 20 Creek-rearing homes. Because Covina also therefore faces flooding risks from Dam failure and seiches, these possible hazards are presented as well. Lastly, tsunami, a non-issue considering the community's inland setting, relates more to seismicity and was discussed in the previous chapter.

From a planning standpoint, then, particular flooding hazards could cause upset in Covina and therefore are identified and evaluated below. In some cases, follow-up analyses may be appropriate. Information and facts relating to the community's storm drainage system and flooding situation are based on discussions with various City and Los Angeles County officials and are referenced from general documents and correspondence on file in the Covina Planning Division.

B. Local Setting

In recent decades, except for the area around Walnut Creek in Covina Hills, Covina has not experienced major flooding problems primarily because of the community's favorable Mediterranean climate and developed storm water and related infrastructure. (Because flooding around Walnut Creek is somewhat of an anomaly and pertains to unique though potentially dangerous circumstances, the matter is discussed separately under "potential flooding hazards" in the following section.) Regarding the climate, rainfall averages only about 18 inches each year, nearly all between November and April. Precipitation during the summer period is infrequent, and rainless times of several months are common. Concerning the infrastructure, Covina is served by an extensive storm drainage system that is comprised of six large, fully improved, and generally open concrete-lined channels, which are operated and maintained by the Los Angeles County Flood Control District, and numerous smaller, below-ground channels that are the responsibility of the Covina Public Works Department. The large, open channels or washes, of which the small lines or typical storm drains feed into, traverse Covina in various areas and are illustrated in the accompanying Existing Land Use and General Plan Maps. (It is also noted that segments of two flood control channels, one in the Covina Hills neighborhood and the other in Wingate Park (just south of Rail Line between Grand and Glendora Avenues) are unimproved or were never reinforced with concrete and steel to appropriate engineering standards because of their value as an important natural resource (riparian habitat) and, in the case of the Covina Hills facility, because of use as a County horse and hiking trail. Refer to the Land Use and Natural Resources and Open Space Elements for clarification on these special, sensitive areas. As indicated above and as clarified in the following section, the unimproved Walnut Creek channel does, however, experience some potentially hazardous flooding because of the release of water at the upstream Puddingstone Reservoir and Dam.) Another component of the County-operated flood control infrastructure are two large flood control spreading grounds (at the southwest corner of Arrow Highway and Barranca Avenue and at the easterly terminus of Workman Avenue), facilities that serve as generally temporary catch basins for waters diverted from channels and washes in the region and function to reduce pressure on the overall system. Collected water subsequently percolates into the ground, thus also serving as ground water recharge facilities (an aspect of the spreading grounds clarified in the Natural Resources and Open Space Element). As further described in the Land Use and Natural Resources and Open Space chapters, the spreading grounds may eventually serve a recreation function as well. The large, above-noted channels are components of an extensive, countywide flood control network that ultimately sends storm water out to the Pacific Ocean. Most portions of the community's major streets and nearly all districts and neighborhoods have stormdrains or are linked to the flood control system.

The above-discussed storm drainage system is designed and generally succeeds to accommodate local runoff and to eliminate or reduce localized flooding and ponding during rainstorms. In the past, only minor flooding has occurred, in typically older areas, because of inadequate storm drain capacities or, in a few cases, there being a major street or intersection completely lacking such facilities. (The City's definition of "minor flooding" generally refers to situations during heavy rains where water rises above a curb and flows onto private property, usually for short periods. However, the definition is more subjective in cases where street curbs do not exist.) The problem has been somewhat exacerbated by development, which increases local runoff volumes as more and more solid surfaces become covered by impervious materials. Many of the drainage deficiencies have been rectified. Specifically, the City and Los Angeles County have independently or jointly constructed several new storm drains and appurtenant components and enhanced existing infrastructure. However, some inadequate areas have not yet been addressed and therefore remain prone to minor flooding. These sections are listed below (in no particular order):

TABLE 1. COVINA AREAS SUBJECT TO MINOR FLOODING DURING HEAVY RAINSTORMS*

	AREA	PROBLEM
1.	North Half of Badillo Street, East of Barranca Avenue	Street Flooding
2.	La Serena Drive, North of Rowland Street and East of Barranca Avenue	Street Flooding
3.	Lark Ellen Avenue at San Bernardino Road	Street Flooding
4.	Intersection of San Bernardino Road and Rimsdale Avenue	Street Flooding
5.	Badillo Street, From Hollenbeck Avenue East to Fourth Avenue	Street Flooding

*Other flooding problems contained entirely within private properties may also exist. And as previously indicated, this table does not include the area around Walnut Creek in Covina Hills, which, because of its unique situation, is discussed in the following section.

The information on which Table 1 is based was obtained from the Covina Public Works Department, which, along with the County Public Works entity, has studied minor flooding within the community and made recommendations on improving the drainage control network. It is believed that as more (local and County) funding is made available, the City and County will resolve the listed deficiencies through enlarging existing or constructing new storm drains and related facilities, as has been done in the past. In sum, despite a few shortcomings, engineering officials from the City of Covina and Los Angeles County have stated that the existing flood control system serving Covina is functionally sufficient, so as not to pose any serious hazards, can accommodate the type of moderate growth (refer to Land Use Element for clarification) the City envisions and desires, and will be enhanced in the near future.

An important, noteworthy point that underscores the community's generally adequate flood control network and corresponding limited potential for major flooding is that the Federal Insurance Administration (FIA) of the Federal Emergency Management Agency (FEMA), which oversees matters and establishes regulations pertaining to this topic, has determined that the City does not have any Special Flood Hazard Areas (SFHAs). According to the FIA mapping system, the entire community is classified as "Zone C," which indicates "areas of minimal flooding." (Technically, Zone C means that a 100-year flood would be contained within existing channels.) Under the voluntary Federal National Flood Insurance Program (NFIP), the FIA offers low-cost flood insurance to property owners in SFHA-applicable communities in exchange for the local governments committing to administer various Federally-approved flood plain management measures. The Zone C classification that is applied to Covina and many other places therefore means that Federal flood insurance is available, though the cities need not comply with FIA regulations.

C. Overview of Potential Flooding Hazards and Concomitant Effects and Risks Relating to Covina

1. General

As stated above, although Covina has generally not experienced major flooding, the area around Walnut Creek in Covina Hills does get inundated during rainstorms and poses some negative effects or hazards for the community. This flooding results primarily from Los Angeles County Flood Control District release of water from the upstream Puddingstone Reservoir and Dam complex. Therefore, it is appropriate to present the matter under this section. In addition, because Walnut Creek could theoretically become flooded in the event of either a seismically-induced failure of Puddingstone Dam or earthquake-prompted seiches, these potential hazards must be discussed as well.

2. Controlled release of stormwater into Walnut Creek

The area around Walnut Creek in Covina Hills experiences some flooding during periods of heavy rain. Flooding occurs primarily because of the release of water from the easterly Puddingstone Reservoir as a means of managing the facility's insufficient flood water storage capacity. The storage capacity limitation relates to both Los Angeles County and State actions that are clarified below.

Puddingstone Reservoir and Dam were built in the 1920s to control flooding in Covina and other downstream communities. For many years after its construction, the County Flood Control District-managed complex adequately performed this function, and downstream water flows were year-round and reasonable. However, in the '70s, as the surrounding Bonelli Regional Park began developing, County Flood Control officials started retaining a high level of water during all seasons to serve various recreational activities. Also around this time, the State Department of Water Resources imposed water storage limitations on the County because of uncertainties regarding the seismic stability of the Dam (discussed in the following section). To comply with State law and to meet increasing recreational needs, the County began to release water through the Dam on a managed basis during winter rainstorms. This practice continued and was reinforced as more development in and around the park occurred, particularly uses and structures below and to the west of the Dam.

Today, during heavy rains, the controlled release of water from Puddingstone Dam into the stretch of Walnut Creek that meanders through Covina, which is approximately 2 1/2 miles downstream and just upstream from where the Creek becomes an improved, concrete-lined channel, floods portions of the back yards of up to 20 Creek-rearing homes with as much as 3 to 4 feet of water. The inundation typically covers open areas and, if existing and toward the rear, accessory structures (such as storage buildings, barns, and/or corrals), thus sometimes resulting in minor property damage and threatening public safety. Depending on the intensity of the storm activity, varying quantities of water from the Dam may be released for up to 30 days during the rainy season. Flood waters also cause some soil erosion around the banks of the Creek. (Soil erosion is a natural process by which material is removed from the earth's surface.) Although the severity of this problem is not known and requires further study, in general, the cumulative effects of erosion could also threaten structures and public safety plus existing wildlife. (As discussed in the Natural Resources and Open Space Element, the unchanneled segment of Walnut Creek supports various bird, reptile, and animal species, though none are considered endangered. Also, the creek functions as a wilderness area/trail, which provides recreational and educational opportunities. These functions could therefore be undermined as well.) It is noted that general runoff into all portions of Walnut Creek from abutting residential properties, including those upstream in San Dimas, is a contributing though somewhat lesser factor in the above-noted flooding and erosion. As more development has occurred, so has increased drainage into the Creek.

In sum, the loss of flood water storage capacity at and concomitant stormwater management practices associated with the Puddingstone Reservoir and Dam complex result in some inundation (again, during the rainy season) and could potentially cause major flooding hazards on downstream properties in Covina that warrant attention, particularly in light of current plans to commercialize more of Bonelli Park. Such proposals would exacerbate the problem and further prevent operation of the Dam to meet the purpose for which it was constructed. Therefore, in the past, the City of Covina has officially stated that any Bonelli Park expansion plans should resolve local flooding concerns, such as by developing a program to seismically reinforce the Dam or convincing the County to lower the Reservoir water level during the winter months. Until a permanent solution is made, the City should monitor and address the situation, particularly with respect to cumulative effects, prohibit habitable structures from being built within or near the wash, and, to the greatest extent possible, continue communicating with County Flood Control District officials on water release matters. Regarding the latter point, on days in which water is to be under controlled release, Flood Control officials at the Dam notify the Covina Fire Department so the Department can best respond to telephone inquiries and requests for service in the area. Fire officials are informed about the quantity of cubic feet of water per minute that is released and other relevant facts. But the City must also continue with its emergency preparedness activities (see Chapter VII below) to handle a worst case scenario or possible major flood or Dam failure (again, discussed below).

3. Dam failure

Puddingstone Dam, which, as discussed in the previous section, is just east of and, via Walnut Creek, upstream from Covina, was built before the advent of modern seismic safety codes. Although the Dam does not overlay any earthquake faults, the facility would nevertheless be vulnerable to failure from major seismic activity in an adjacent or distant area. Dam failure would result in major, hazardous flooding and soil erosion around Walnut Creek in Covina and other downstream communities. Flooding could reach Covina in as little as 20 minutes after Dam breakage. And in the City, according to the information on file with the Covina Community Development Department, rushing waters would overflow the banks of Walnut Creek by approximately one-quarter mile on each side and travel beyond the Covina Hills area, partially inundating the portion of the community roughly south of Workman Avenue. However, the exact extent of flooding-related building and infrastructure damage and human injuries or deaths is unknown, and, because Puddingstone Dam is County owned and managed, the City has limited authority to bring the facility up to current codes. Therefore, to best handle this potential disaster and to deal with risks associated therewith, it appears that the City should follow three appropriate courses of action: 1) administer reasonable development standards for properties abutting the Creek, including those that prohibit habitable structures from being located near the wash; 2) continue with ongoing emergency preparedness activities, particularly with respect to evacuation routes (see Chapter VII below); and 3) encourage the County to develop a program and funding mechanism to seismically reinforce the Dam. (Large-scale relocation of residences from potentially effected areas would be infeasible.) In addition, although there are other reservoir-serving dams north and northeast of Covina in the San Gabriel Mountains that could break, it is believed that potentially negative impacts on the City would be minimized because these facilities are all several miles from Covina (which would enable much water to be caught by storm drains in adjacent communities and would provide Covina officials with adequate time for emergency activities) and because segments of the community's previously described, generally adequate flood control system that pervade the upper and central portions of the town could most likely handle the incoming residual waters.

4. Seiches

Seiches are earthquake-induced waves in enclosed bodies of water, such as lakes or reservoirs, and are similar to the sloshing of water in a bucket or bowl when shaken or jarred. The waves can be tens of feet high or more and can have devastating effects on people and property within their reach. In reservoirs, dams are often overtopped, sending large volumes of water on downstream areas. This is where the potential hazard relates to Covina. Because of the presence of the easterly, upstream Puddingstone Reservoir and Dam complex (see above for clarification), and because Covina lies in a seismically active region, the City is theoretically susceptible to seiches, which would likely cause major flooding. The phenomenon would lead to considerable upset in the community if the seiches occurred simultaneously with the controlled release of water form the Reservoir. To best prepare for potential seiche-related hazards or to deal with concomitant risks, the City should follow two of the courses of action noted in the previous section on possible dam failure: 1) administer reasonable development standards for properties abutting the Creek and 2) continue with ongoing emergency preparedness activities. Lastly, it is believed that seiches from the northerly and northeasterly dams would not disrupt Covina because of distance and infrastructure factors.

D. Listing of Key Existing Flooding Issues

This area of discussion lists the key Covina flooding issues, which are based on the facts and information presented in the previous sections, related, salient material, and community input (see Chapter XI for clarification). As stated in the prior chapter, issues are important because they clarify key flooding matters warranting attention and because, along with a detailed identification and discussion of flooding problems themselves (the preceding sections and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/implementation measures. Refer to the previous sections and to the accompanying Technical Appendix for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The flooding issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Supporting and working with Los Angeles County in maintaining the existing flood control infrastructure serving Covina.

2. Supporting and working with Los Angeles County in enhancing the local storm drainage system in particular areas to address local minor flooding and ponding problems.

3. Continuing to require that all new and significantly expanded developments incorporate sufficient measures to mitigate flood hazards.

4. Coping with seasonal, moderate flooding and erosion problems in and around the unimproved section of the Walnut Creek Flood Control Channel in Covina Hills, which is related to the excessive release of storm waters from the upstream Puddingstone Reservoir and Dam complex, through following various short-term and long-term measures. Short-term measures include prohibiting the construction of habitable structures within or near the creek and administering other reasonable development standards as well as communicating with Los Angeles County Flood Control officials on water release matters. Long-term actions consist of working with various State and County officials to attain a permanent solution to the flooding and erosion, such as developing a program and funding mechanism to seismically reinforce Puddingstone Dam or having County Flood Control officials lower the Puddingstone Reservoir water level during the winter months.

5. Ensuring that any Bonelli Park expansion plans or proposals recognize the original purpose for which the Park's Puddingstone Reservoir and Dam complex was developed and resolve downstream flooding problems and concerns in Covina.

6. Studying and monitoring the cumulative effects and implications of property damage, human danger, and soil erosion and concomitant threats to wildlife in and adjacent to the unimproved portion of Walnut Creek relative to existing, seasonal flooding.

7. Following appropriate Uniform Building Code provisions regulating earth work and grading during construction and pertaining to other matters to minimize erosion along the banks of the unimproved section of Walnut Creek.

8. Promoting emergency preparedness activities in the community with respect to potential major flooding incidents by following various measures and by maintaining the multi-hazard Covina Emergency Plan.

PICTURE 3. REAR YARD OF TYPICAL RESIDENTIAL PROPERTY IN COVINA HILLS AREA BACKING UP TO UNIMPROVED PORTION OF WALNUT CREEK. PROPERTIES SUCH AS THIS ONE FACE SEASONAL MODERATE FLOODING AND EROSION PROBLEMS PERTAINING TO THE EXCESSIVE RELEASE OF STORM WATERS FROM THE UPSTREAM PUDDINGSTONE RESERVOIR AND DAM COMPLEX.

IV. IDENTIFICATION AND APPRAISAL OF FIRE HAZARDS

A. General

The Safety Element process, as mentioned in the Introduction, aims to reduce death, injuries, and property damage resulting from both natural and man-made hazards. While the preceding two chapters discussed, respectively, potential seismic and geologic hazards and flooding risks, this division focuses on the potential for fires, the primary man-made hazard. (Hazardous materials spills, another possible man-made disaster, is discussed in the following chapter.) Potential fire hazards are thus identified and appraised to serve as a basis for the Safety Element goal, policies, and programs on the management, mitigation, and, if possible, prevention of adverse effects or community upset associated with this concern.

There are two types of fires that pose hazards to Covina, urban and wild land. Urban fires originate within a structure in the built environment of the generally flatter portions of the community and are typically caused by carelessness, ignorance of fire prevention precautions, arson, faulty equipment, or a lack of fire suppression devices, such as automatic sprinklers. Wild land fires, on the other hand, start outside of buildings in the very low density, hillside areas of southeast Covina (or Covina Hills), where there are large quantities of uncultivated, combustible plant materials, particularly near buildings, and generally occur as a result of carelessness with matches or cigarettes or, again, arson. The first section below discusses first urban and then wild land fire hazards. In Covina, urban or structure-originating fires pose the most danger to the overall community. The reason for this is that the City is predominantly flat and developed and, therefore, more susceptible to building fires, where there tends to be a greater human presence. Under urban fires, common situations/property types in which blazes have broken out as well as current fire prevention control measures and suppression programs are discussed. In the latter category, the potential for wild land fires, which have not occurred to large degrees in recent years because of existing infrastructure and other factors, is evaluated. The section subsequently lists successfully-utilized fire prevention development standards and suppression activities. It is stated that, based on past and foreseeable local fire experiences, although both classifications of blazes pose different degrees of risk to the community, the City of Covina believes that neither risk is unreasonable relative to surrounding jurisdictions.

Nevertheless, because, from a planning standpoint, potential fires could cause upset in the City, they are identified and evaluated below. Follow-up analyses may be appropriate in some cases. Information and facts relating to this hazard are based on discussions with City Fire Department personnel and are referenced from general documents and correspondence on file in the Covina Planning Division.

B. OVERVIEW OF POTENTIAL FIRE HAZARDS AND CONCOMITANT EFFECTS AND RISKS RELATING TO COVINA

1. General

This section presents potential fire hazards relating to Covina. The first area of discussion focuses on what are known as urban fires, which are fires that take place in the built environment of the generally flatter portions of the community. The second topic presents what are classified as wild land fires, they being likely to occur in the very low density, hillside areas of southeast Covina (or Covina Hills).

Because Covina is predominantly flat and built-out, urban or structure-oriented fires are of greatest concern. The types of development that pose relatively high fire hazards are older, larger apartment and nonresidential buildings that lack automatic sprinklers and other fire prevention features, smaller commercial and industrial structures of which fire sprinkler systems are not required, and commercial and industrial sites handling flammable materials. Fires occurring within these structures, which exist throughout the City, constitute the most danger or highest risks to humans and thus the overall community because of the greater probability of human presence. However, the City attempts to minimize potential urban fire hazards through various prevention control measures, including emphasizing safety in the design, construction, access to, and use of structures, ensuring the proper storage of flammable materials, and conducting business inspections and public education. Also, the Covina Fire Department, described in Chapter VII below, maintains sufficient resources to deal with most incidents.

In addition, wild land fires pose a hazard in Covina Hills because of the area's moderate to steep slopes, large quantities of uncultivated, combustible plant materials, particularly in relation to nearby structures, and many buildings with wood-shake roofs and that lack fire sprinkler systems. Although the City has not experienced major wild land fires in recent decades, a fire in Covina Hills can occur at any time of the year as a result of lightning, spontaneous combustion, or arson. Fire is typically most likely to occur during the summer through fall "dry season." However, potential fire hazards are at least somewhat precluded by the facts that the City Fire Department (again, discussed in Chapter VII) maintains adequate personnel, equipment, and inter-agency agreements to handle most wild land fires, that water for fighting fires in Covina Hills is available via strategically placed hydrants, and that the City follows appropriate development standards, building codes, public education efforts, and activities related to trimming and clearing overgrown plant materials. All of the above matters are clarified below, along with a general discussion on Covina fire protection services. Emergency preparedness planning, which the City also employs to deal with both types of potential fire hazards, is presented in Chapter VII as well. And, based on past and foreseeable local fire experiences, although both classifications of blazes pose different degrees of risk to the community, the City of Covina believes that neither risk is unreasonable relative to surrounding jurisdictions.

2. Urban fires

As indicated above, certain types of development in Covina, pose relatively great fire hazards, they typically being 1) older, larger apartment and commercial and industrial buildings that lack automatic sprinklers and other fire prevention features, 2) smaller commercial and industrial structures (i.e., under 5,000 square feet) of which fire sprinkler systems are not required, and 3) commercial and industrial businesses of various types and sizes that generate, store, and/or use large quantities of hazardous or flammable materials (e.g., everything from gas stations to large-scale manufacturing operations). According to the Covina Fire Department, the primary agency that handles these matters (discussed in Chapter VII below), the areas that constitute the greatest fire hazard potential are presented in the following table:

TABLE 2. COVINA DEVELOPED AREAS WITH GREATEST FIRE HAZARD POTENTIAL*

USE	AREA
1. High density apartment buildings	Generally between San Bernardino Road and Badillo Street and Barranca Avenue and Charter Oak Wash (current target area for City Neighborhood Preservation Program)
2. Industrial buildings	Generally southwest from Cypress Street and Glendora Avenue (the Cypress Industrial Park)
3. High density apartment buildings	The 1100 block on North Conwell Avenue
4. High density apartment buildings	The 1100 to 1300 blocks of West San Bernardino Road

5. High intensity commercial buildings	The 100 to 400 blocks of North Citrus Avenue
6. Smaller, non-sprinklered commercial and industrial buildings	Citywide
7. Various-size commercial and industrial buildings/ properties containing hazardous materials	Citywide

*Items are listed in no particular order. For clarification on locations, refer to City Street Map. HAZARDOUS MATERIALS ARE DISCUSSED SEPARATELY IN CHAPTER V BELOW.

Although the above notable fire hazards can be found throughout the City, the Covina Fire Department (again, discussed separately below) maintains sufficient personnel and equipment to deal with most fire situations and can call on nearby firefighting units for assistance, when needed. In general, the City attempts to minimize potential urban fire hazards through prevention control measures, which include emphasizing safety in the design, construction, access to, maintenance, and use of structures as well as ensuring the proper storage of flammable and combustible materials (described separately in the following chapter). Regarding building design and construction, modern standards require the incorporation of fire-resistant materials and alarms/ detectors in all structures and automatic fire sprinklers in many types of development situations, including all new and significantly expanded residential properties and new and enlarged non-residential proposals exceeding 5,000 square feet. And wood-shake roofs are prohibited. Proper safety measures can effectively prevent the possibility of fire, thus minimizing potential human and property losses. The City also exercises fire suppression in its programs to monitor and inspect businesses and to educate the public on fire prevention methods. These activities are performed by both the Fire Department and Building and Safety Division of the Community Development Department. Other efforts pertain to disaster preparedness planning, a topic discussed in Chapter VII below. (As was the situation with seismic-related codes discussed in Chapter II above, under law or through agreement with the City, the State administers fire-inhibiting standards and practices for public schools, hospitals, mobile home parks, and other uses.) In sum, as previously stated, fire prevention in buildings and structures is of great importance to the City of Covina, which is generally urbanized or built-out and therefore particularly prone to this type of hazard. But because Covina has a low density, hillside area (Covina Hills), wild land fires, discussed below, pose a problem for the community as well.

3. Wild land fires

In addition to facing fire threats from buildings or components within the developed areas, Covina is also confronted with potential hazards relating to wild land fires in the generally hilly southeastern territory (Covina Hills). For purposes of this Element, a wild land fire is a blaze typically occurring in very low density, hillside areas with large quantities of uncultivated, combustible plants (such as chaparral and riparian communities), brush, and grasslands. Combustible plant materials subject nearby structures to latent fire risks. Most of the buildings in this approximately one square mile area are single-family homes and detached accessory structures (e.g., garages, barns, and corrals), though there is a major commercial business park around the intersection of Garvey Avenue and Holt Avenue (Village Oaks Business Park). Fire risks are somewhat heightened by the fact that many of the residential and commercial buildings in Covina Hills have wood-shake roofs and lack automatic fire sprinkler systems, and some residential sites have overgrown vegetation. Also of concern and considered under this topic of discussion are potential fire hazards occurring at the interface between hillside and developed areas. This type of fire could possibly cause the most damage to structures and loss of life because of the proximity of a relatively large number of dwelling units to combustible plant materials.

According to the Covina Fire Department, the City has not experienced major wild land fires in recent decades, though a fire in Covina Hills can happen at any time of the year as a result of lightning, spontaneous combustion, or arson. Fire is most prevalent, however, during the "dry season," which occurs primarily in the summer and fall. The drying effects of the Santa Ana Winds from the eastern deserts together with, in many situations, steep slopes and fairly remote, moistless locations increase the inherent fire hazard within this area. Covina is also susceptible to wild land fires in light of the fact that a hillside district adjacent to the City in San Dimas, according to officials from the Los Angeles County Fire Department, is particularly prone to combustion because of topography and vegetation. A fire starting here could therefore spread into Covina.

It must also be noted that, in theory, other hazards may occur as a result of fire in hillside areas. For example, a burn can destroy deep-rooted plants, which could increase the possibility of slope failure. Plants with extensive root systems prevent oversaturated soil from sliding during or after heavy rainfall. Moreover, the loss of a well-vegetated watershed increases storm water runoff, which could hasten erosion and flooding. (These matters were also discussed in Chapters II and III above.)

As was the case with urban fire hazards presented earlier, the below-described Covina Fire Department (refer to Chapter VII for clarification) maintains adequate personnel and equipment to handle most wild land fires. Where necessary, the City Fire entity can call on the Los Angeles County Fire Department for assistance in this district through an established inter-agency agreement. And according to Covina Fire, water for fire fighting is available via strategically placed water tanks and appropriately located hydrants. Furthermore, peakload water supply requirements, discussed below, are believed to be adequate. There is also a nearby helispot on a concrete-lined reservoir near the junction of the San Bernardino and Orange Freeways. Generally, the City endeavors to minimize potential wild land fire hazards through appropriate, prevention-oriented development standards relating to architectural design, site planning (e.g., setbacks from slopes), building and roof components (e.g., fire-resistant wall materials and tile or composition shingle roofs—wood-shakes are prohibited), landscape design, and minimum road widths. (It is noted that in accordance with State planning law, minimum road widths and building setbacks or clearances around structures are evaluated separately in Chapter VII.) Moreover, current codes would require fire alarms/detectors and automatic fire sprinklers in all primary structures in this area. Proper development measures can affectively prevent the possibility of fire, thus minimizing potential human and property losses. Finally, the City exercises fire suppression in Covina Hills through other avenues as well, including programs to trim and clear overgrown plant materials from public and private properties, monitor and inspect commercial businesses (in the Village Oaks Business Park), educate the public on fire prevention methods, and work on disaster preparedness planning (also discussed in Chapter VII below).

C. Listing of Key Existing Fire Issues

This area of discussion lists the key Covina fire issues, which are based on the facts and information presented in the previous section, related, salient material, and community input (see Chapter XI for clarification). As stated in the prior chapters, issues are important because they clarify key fire matters warranting attention and because, along with a detailed identification and discussion of potential fire hazards themselves (the preceding section and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/implementation measures. Refer to the previous section and to the accompanying Technical Appendix for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The fire issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Coping with potential urban or structure-oriented fires, particularly regarding older, larger apartment and commercial and industrial buildings that lack automatic sprinklers and other fire prevention features, which pose the most danger to the overall community.

2. Coping with potential wild land or hillside-oriented fires, a threat that exists in and adjacent to the Covina Hills area because of the district's proximity of a relatively large number of residential houses to combustible plant materials.

3. Continuing to maintain appropriate Building and Safety, Fire, and Planning Department/Division requirements and standards for new construction and for substantial additions to existing structures to prevent and minimize potential urban and wild land fires in the community. Building and Safety and Fire provisions relate to fire-resistant building materials and roofing components; building construction; detector and alarm systems; fire service equipment; automatic fire sprinklers; one-hour fire walls; clearances around structures; accessibility to and into buildings; and the proper storage of flammable and combustible materials. Planning provisions pertain to architectural design; site planning; building setback; landscape design; minimum road and driveway widths; and property usage and maintenance.

4. Maintaining ongoing fire inspection, Neighborhood Preservation, general Code Enforcement, and business monitoring programs that reduce fire and other dangers associated with residential, commercial, industrial, and institutional buildings.

5. Continuing with weed abatement programs in Covina Hills, which involve trimming and clearing overgrown plant materials from public and private properties, to reduce the amount of combustible vegetation.

6. Maintaining sufficient personnel, equipment, and resources in the Fire and Police Departments to handle fire incidents.

7. Continuing with existing citywide fire prevention/education programs to bolster public awareness of the disastrous impacts that fires can have on the community.

8. Promoting emergency preparedness activities in the community with respect to potential urban and wild land fires by following various measures and by maintaining the multi-hazard Covina Emergency Plan.

PICTURE 4. VIEW OF CITRUS AVENUE IN DOWNTOWN, LOOKING NORTH FROM BADILLO STREET. THOUGH A TREASURE TO AND A PRIMARY CENTER OF THE CITY, THE DOWNTOWN HAS MANY OLDER BUILDINGS LACKING AUTOMATIC SPRINKLERS AND OTHER FIRE PREVENTION FEATURES.

PICTURE 5. COVINA HILLS AREA, LOOKING WEST FROM REEDER AVENUE, SOUTH OF BADILLO STREET. FIRES POSE A THREAT IN AND ADJACENT TO THIS DISTRICT BECAUSE OF THE PROXIMITY OF A GREAT DEAL OF COMBUSTIBLE PLANT MATERIALS TO RESIDENTIAL PROPERTIES.

V. IDENTIFICATION AND APPRAISAL OF HAZARDOUS MATERIALS

A. General

As described in the Land Use, Circulation, and Housing Elements, the City of Covina is a predominantly residential community with an economic base that includes a variety of small- to medium-size and some larger light industrial and commercial businesses. This base, while vital to the economic health of the City, represents a potential source of problems from improper management of hazardous materials. In other words, the ongoing generation, use, storage, and disposal of hazardous materials in Covina present threats to the safety of the community by raising the possibility of chemical spills, gas leaks, explosions/structural fires, and resource contamination. Hazardous materials are also transported through and near the community along the San Bernardino Freeway, on the Metrolink Commuter Rail Line (during freight operations in the late-night hours only), and via major arterial streets, thus constituting another area where accidents could occur.

According to the State General Plan Guidelines, a hazardous material is defined as "an injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquefied natural gas, explosives, volatile chemicals, and nuclear fuels." These materials, which may cause serious injury, illness, or death to humans and/or destruction to property, can be further classified into four basic categories: toxics, corrosives, reactives, and ignitables. Toxics include a broad range of typically industrial chemicals and gasses whose ingestion can result in serious illness or death. Through body contact (rather than ingestion), corrosives can cause inflammation or destruction of living tissue. When mixed with other substances, reactives can cause damage from blast and flash fire. And ignitables pose the threat of combustion at low ignition temperatures and rapid burning.

Of particular concern regarding hazardous materials is the treatment and disposal of hazardous wastes. Hazardous wastes include a spectrum of dangerous by-products generated from, for example, the manufacturing of common items, including electric components, medical devices, and plastic containers and the operation of typical commercial businesses like dry cleaning, film processing, and automotive painting and general repair. Enterprises such as these are located throughout Covina. In addition, substances or waste materials from household items, such as pesticides, used motor oil, paint, and cleaning solutions, are to varying degrees hazardous as well.

All through the United States, there has been little regulation of the disposal of industrial, commercial, and residential wastes until recently. This lack of regulation has resulted in the indiscriminate dumping of hazardous wastes in general landfills and along roadsides and in open fields, causing polluted ground and surface water, soil, and air. Because of these problems, various Federal and State laws have been passed to provide government with greater leverage for regulating the generation, use, storage, and disposal of hazardous materials to protect human life and the environment. In terms of the general plan process, cities may address hazardous materials in the safety element. The City of Covina believes that it is appropriate to discuss the matter in this Element because hazardous materials constitute an identified and real threat to public safety. Leaks or explosions could cause considerable upset in the community.

In addressing this area relating to Covina, the Safety Element includes a discussion of potentially injurious substances. The first section below therefore presents an overview of existing hazardous materials in the City and concomitant effects and risks. Three different facets of the topic are explored: general hazardous material types and the sources thereof; transportation of hazardous wastes; and underground hazards (i.e., storage tanks, septic tanks, and natural gas distribution lines). Regarding all three subtopics, it is stated that although dangerous materials pose different threats and risks to the community, the City believes that the presence of such materials, which is unavoidable in a contemporary developed community, poses only moderate or reasonable risks compared to similar cities in the region. The second and final principal section of this chapter discusses the Los Angeles County Hazardous Waste Management Plan, of which Covina is required to follow applicable portions thereof. Concerning matters presented in the Waste Management Plan and in some situations with respect to the underlying hazardous materials discussion, follow-up studies and analyses will be necessary.

As was the case with the three previous hazard-related chapters, the material presented herein serves as a basis for the Safety Element goal, policies, and programs. Information and facts mentioned in this chapter are based on discussions with City Fire Department personnel and are referenced from various documents and correspondence on file in the Covina Planning Division.

B. Overview of Existing Hazardous Materials and Concomitant Effects and Risks Relating to Covina

1. General

The following section presents key matters pertaining to hazardous materials within a framework relative to three areas of discussion: 1) hazardous material types and sources; 2) the transport of hazardous wastes; and 3) underground hazards. These items constitute the focus of this topic. Basically, hazardous materials and substances are a direct result of society's technology and high standard of living. Many of the products people use in everyday living contain substances that are harmful to the environment. The production and use of these materials often leave toxic or other potentially injurious matters that require proper disposal to ensure that the detrimental effects can be reduced or eliminated altogether. In any society, a balance must inevitably be found between economic prosperity and the well-being of the environment.

Under the first area of discussion, hazardous material types and sources, such materials are defined, typical substances are listed, and common local businesses and activities that use, generate, store, and must dispose of hazardous substances are mentioned. Other matters presented include hazardous waste disposal, an important issue later expanded upon, oversight and regulation of hazardous materials handlers, and household hazardous wastes. The second area examines the transport of these substances, which covers both various materials and waste products, and potential problems associated therewith. Underground hazards constitute the third and final subject. The potential underground hazards consist of storage tanks, septic tanks, and natural gas distribution lines. These items pervade the community and therefore warrant discussion as well. For example, in several cases, leaking underground storage tanks have caused soil contamination, a major local problem. For all three areas of concern presented below, appurtenant risks involved and major emergency preparedness practices are also mentioned. Generally, the City believes that, relative to surrounding communities, none of the risks are unusual or unreasonable. And regarding emergency preparedness planning, which the City performs to be ready for any and all contingencies, it is noted that the matter is further presented in Chapter VII below.

2. Hazardous materials and sources

As indicated above, the City of Covina has several industrial and commercial businesses that use, generate, store, and must dispose of hazardous materials. (Refer to previous sections for the definition of these substances.) According to the Covina Fire Department, which maintains records on City companies involved with hazardous materials, there are 145 hazardous materials handlers within the community. The 145 businesses (list on file in Covina Planning Division) consist of a wide variety of company types, such as manufacturing, processing, and printing operations, machine shops, contractors' storage yards, service stations, automobile-related facilities, equipment rental sites, pool and pest control services, dry cleaning and film processing enterprises, and some hardware and larger food stores. In addition, certain institutional uses possess hazardous substances, including hospitals, utility company sites, and public school properties. These 145 activities are located throughout the community, frequently abutting residential property, and handle various types of materials, such as gases, oils, cleaning solvents, and chemicals, which are toxic, corrosive, reactive, and/or ignitable (refer to previous sections for clarification). Problems could also arise during construction or demolition activities. Therefore, the subject materials constitute risks for Covina or threaten public safety because accidents or spills have the potential to affect large segments of the population. The quantitative aspect of hazardous materials usage in the City is unknown, though business-related hazardous substance utilization and waste generation are expected to increase at least slightly in the years ahead as a result of ongoing and future population growth, redevelopment, commercial revitalization, businesses retention, and economic development efforts. Unfortunately, hazardous materials constitute an unavoidable consequence of the community's need to maintain a strong economic base, which is thus dependent upon supporting sufficient daytime as well as nighttime populations. Regarding the City's residents, as previously indicated, many common household items, such as paint, cleaning solutions, and used motor oil, are potentially harmful as well, and these substances will likely be in greater supplies as the population increases.

As mentioned above, the Covina Fire Department maintains information on City businesses and entities that use, store, or generate hazardous materials so that in the event of an accident or fire Covina emergency personnel may either respond appropriately or call upon Los Angeles County officials, who also have these records, for assistance. Under special agreement, the City contracts with the Los Angeles County Fire Department, Hazardous Materials Division to address major incidents and to administer various State statutes, a key one of which requires applicable businesses to submit plans for the handling of hazardous materials. The initial information on hazardous materials users is typically ascertained by the City Building and Safety Division in the granting or renewing of business licenses. (For more information on emergency response, see Chapter VII below. It is noted that if a disaster is epidemic or threatens to spread by contaminated air or water, the Los Angeles County Public Health Department becomes the primary agency dealing with this aspect of the emergency.) Many of the above-noted State statutes came from "right-to-know" laws that enable local governments to identify high-risk industries and commercial operations and work towards protecting public health and safety. Besides Los Angeles County, other agencies also play key roles in regulating the storage and use of hazardous materials to further public vitality as well as environmental quality. These agencies are 1) the United States Environmental Protection Agency, 2) the California Department of Health Services, 3) the California Department of Industrial Relations, and 4) the California Regional Water Quality Control Board. Regarding environmental quality, unfortunately, according to the County and State agencies, certain occupied and vacant Covina sites have been contaminated from either leaching above-ground hazardous materials or leaking below-ground storage tanks. (This matter is discussed separately below.) But under direction of the above entities, appropriate remediation has been and will continue to take place on these properties.

A separate though also important issue is waste disposal. Industrial and commercial businesses in Covina generate a diverse mix of hazardous wastes requiring various treatment technologies. Historically, hazardous waste disposal and removal have been regional concerns managed by Los Angeles County. Because of this situation as well as land use concerns and economic factors, no hazardous waste treatment, storage, or disposal plants were ever developed in Covina. (The generation of hazardous wastes by the above-mentioned establishments is ancillary to their primary operations.) Therefore, all of the City's waste materials have been transported to and treated in distant facilities. However, recent changes in State law, as promulgated through the Los Angeles County Hazardous Waste Management Plan, call for cities to play a more active role in this area. Specifically, cities must identify suitable sites and appropriate siting criteria for allowing waste processing and disposal facilities, which have major land use and other implications. The Plan is discussed below. Covina has and will continue to maintain a cooperative and reasonable stance in regional hazardous waste disposal efforts.

The City will further cooperate with the appropriate agencies in preventing another problem associated with waste disposal of all types and related matters, the inadvertent or deliberate discharge of non-storm water or possibly environmentally harmful substances into the storm drainage system. Although the extent of this problem in Covina is unknown, under the Federal NPDES (or, National Pollutant Discharge Elimination System) program, which aims to protect the water quality of receiving water sources (in this case, the Pacific Ocean) by effectively prohibiting non-storm water discharges into the public drainage network, Covina has been working with Los Angeles County to implement a storm water/urban runoff management program. This program, of which Los Angeles County is the lead agency, regulates discharges from all land use types, including industrial, commercial, institutional, and residential. The non-storm water discharges that the program addresses actually pertain to typical or above-described waste materials as well as various matters that have historically also contributed to storm water pollution (again, by getting washed into storm drains during rain), particularly from a cumulative standpoint. These other matters include grading and construction activities, some outside commercial and industrial operations, excessive erosion, sediment build-up, and insufficient impermeable surfaces or excessive water runoff. Therefore, it is necessary for the policies and programs of the Safety Element to deal with the latter through equally important NPDES issues as well. NPDES is described in greater detail in the Background Study of the Land Use Element.

The ongoing use, storage, and generation of various hazardous materials in Covina present threats to the community in terms of potential chemical spills, gas leaks, structural fires, and resource contamination. Although these risks are real and identifiable, they are not believed to be "unreasonable" or excessive. The above-noted businesses and places in which hazardous incidents could occur are found in most communities and, as previously indicated, are essential for the City's economy and vitality. It must be reiterated that the generation of hazardous wastes by those City properties is ancillary to their primary operations. In addition, Covina possesses sufficient emergency service resources to adequately monitor and regulate the identified facilities and to respond to accidents. And the City is able to reduce the risks of injury and property loss in an undesirable event through emergency preparedness planning (see below) as well as sound land use planning and the implementation of appropriate development standards. Concerning potential dangers posed by household hazardous wastes, although there is little the City can do in this area, it is possible that Federal regulations and market considerations may lead to the replacement of many such products by innocuous materials. In addition, the County runs quarterly household hazardous waste roundups for residents of all incorporated and unincorporated communities. These roundups accept many types of household hazardous items and are believed to alleviate the problem somewhat.

3. Transportation of hazardous wastes

As indicated above, Covina is also susceptible to hazardous materials accidents or spills from the transport of hazardous substances through and near the community along the San Bernardino Freeway, on the Metrolink Commuter Rail Line (during freight operations in the late-night hours only), and via major arterial streets. Under this topic, hazardous materials movement includes both the transport of general products to particular business types (such as gasoline going to service stations) and the hauling off of waste materials (like cleaning solvent residue from certain manufacturing operations). Thus, for any particular hazardous matter passing through Covina, the City or any other community could be the origin or destination of the material.

Typically of greatest concern to local governments—because of the increased risks involved—are the transport of large quantities of hazardous materials and wastes. On major roads and freeways, such passage occurs in the form of large, heavy trucks. For the rails, train cars of varying size and type are typically involved. The City of Covina maintains some regulatory control over the bigger trucks within the town through local ordinances, particularly one on truck routes, which was also a topic in the Circulation Element. Like many communities, Covina has designated certain generally larger streets as truck routes to facilitate truck access, to bolster communitywide safety, and to protect, to the greatest extent possible, persons in sensitive uses (such as residential, nursing homes, and schools) from truck noise, vibrations, and other disturbances. (Refer to Circulation Element for clarification.) However, the primary preempting regulations come from the United States Department of Transportation, which also oversees all rail hazardous substances movement, the California Department of Health Services, and the California Highway Patrol. In addition, these three entities control the transport of dangerous materials on the San Bernardino and all other Freeways. It is noted that although a wide variety of hazardous materials could be shipped through Covina, under Federal and State regulations, certain particularly dangerous matters, including explosives, cargo tanks of fuming nitric acid, anhydrous hydrazine, and liquid nitrogen tetroxide, may only be moved via the Freeways. And future changes in City street routes could occur depending on the extent of City adherence to the below-described Los Angeles County Hazardous Waste Management Plan. Apparent in this discussion is the fact that Covina has absolutely no authority over hazardous materials being transported on roads abutting or near the City.

To best prepare for possible transport-related accidents or spills in the City, as is the case with potential on-site incidents, the Covina Fire Department engages in emergency preparedness planning and contracts with the Hazardous Materials Division of the Los Angeles County Fire entity to address and resolve emergency situations. The County has sufficient resources to handle most scenarios, though, if necessary, other agencies can be summoned to mitigate a problem. Because of strong, consistent enforcement of all applicable laws by various levels of government, the City of Covina has had essentially no serious movement-related hazardous materials accidents in recent years. All in all, City staff do not believe that this potential problem constitutes an unreasonable hazard or risk for the community.

4. Underground hazards

Potential hazards from various underground sources is a related topic that warrants consideration in the General Plan process. These sources consist of the following:

a. Storage tanks
b. Septic tanks
c. Natural gas distribution lines

It is noted that the City of Covina does not have any active or closed waste landfills or hazardous materials dumps. Although the adjacent communities of West Covina and Azusa have landfill sites, the facilities appear to be far enough away from Covina's boundaries to cause underground problems in the community. City of Covina staff regard none of the following items as constituting an unusual risk to the community. But should a hazard occur, it is believed that the City's execution of emergency preparedness activities, emergency resources, and inter-agency agreements would handle the situation sufficiently. Many of these issues are regulated by agencies of the State and Federal governments.

a. Storage tanks

It is common for certain industrial, commercial, and other uses to store toxic materials, including manufacturing-related wastes and gasoline, in underground storage containers. In general, the overfilling of storage tanks or aging, leaking containers and/or pipes can result in soil contamination. Covina has numerous underground tanks on the sites of the above-mentioned 145 hazardous materials handlers. Unfortunately, according to the State Water Resources Control Board, which is the primary agency that monitors subsurface pollution, in recent years about 49 of the sites have been identified as contaminated. Thirty-seven cases pertained to leaking underground storage tanks, though approximately 12 situations involved the leaching through the soil of various substances contained above the surface. It is noted that three of the contaminated properties have been vacated (e.g., closed service stations).

Based on data and information received by the City on this matter, underground tank leakage appears to have posed the greatest environmental hazards for the community. Gasoline and diesel are the primary contaminates, though waste oil and hydrocarbons have been identified as well. The Los Angeles County Department of Public Works, Waste Management Division conducts an underground tank program that monitors tank safety. Where leakage has occurred, the program calls for remediation plans to decontaminate effected soil. Tanks are typically removed or, if appropriate, filled in place. Of the 37 previously-mentioned identified sites with leaking underground containers, the County has currently resolved 20 of the cases and is in different stages of remediation on the remaining 17. Other County and State agencies are involved in below-surface pollution abatement efforts as well. In addition, the City of Covina often serves as the impetus for addressing and resolving such environmental problems in the site plan and environmental impact review and building permit issuance processes.

Hazardous materials seepage from various underground tanks (i.e., not necessarily those noted above) has also manifested itself in generalized ground water contamination. As discussed in the Natural Resources and

Open Space Element, Covina as well as other communities in the San Gabriel Valley have been plagued by ground water pollution problems, which have resulted in shutting down or appropriately treating the water in many wells. Much of this contamination, however, occurred in prior decades as a result of insufficient regulation of hazardous materials storage or, relating specifically to Covina, may have moved from surrounding communities. Since the 1970s, State and Federal officials have been working with cities in the area to remedy the problem to the greatest extent possible. Covina has very little leverage for addressing this aspect of the contamination issue, though the City will continue to cooperate with the applicable government agencies here and, concerning site-specific pollution, regarding monitoring and remediation activities.

b. Septic tanks

Although the overwhelming majority of properties in Covina are connected to a network of public sewers (refer to Circulation Element for clarification), there are a few remaining places served by on-site, underground septic tanks. These places consist primarily of 1950s-era and older houses in various portions of the community. In addition, the City possesses an unknown number of dormant or sealed-off septic tanks and possibly cesspools—also situated throughout Covina. The rupture of these tanks or disturbance of their leachfields could result in ground water or soil contamination. In recent years, the City has required soil testing to detect the presence of underground septic tanks in most new development. If a septic tank is found, it must be removed, filled, or circumvented by revision of the site plan.

c. Natural gas distribution lines

The Southern California Gas Company, which provides natural gas service to Covina and all of the greater Los Angeles area, has several major, high-pressure natural gas distribution lines that, in Covina, underlie generally a few bigger streets. Although these pipelines are believed to be well-constructed and maintained, construction or excavation in the vicinity of a particular pipe creates a potential hazard if the line is ruptured. Hazards include explosion, fire, spillage, and earth and ground water contamination. The Southern California Gas Company and the United States Department of Transportation, Office of Pipeline Safety are the primary agencies responsible for inspection and maintenance of pipelines running through the City. Although Covina does not have regulatory mandate over the pipes, the City is able to prevent hazards through reviewing plans and information related to various permit issuance processes, notably for public right-of-way work. Moreover, recently enacted State legislation requires persons who plan to do any digging or excavating on public or private property to inform a regional notification center (called DigAlert) at least 2 working days in advance. The notification center, in turn, informs all entities who have underground lines in the area or who may have an interest in the project and thus serves as a key mechanism for alerting the City and others about digging as well as avoiding accidents. Because of existing development patterns and the built-out situation of the City, the role of future land use planning in dealing with this issue appears to be minimal. Lastly, it is noted that Covina does not have any major underground petroleum pipelines, which would constitute another hazard.

C. Discussion of Los Angeles County Hazardous Waste Management Plan

1. Background

Under the Los Angeles County Hazardous Waste Management Plan (HWMP), local governments have greater authority and responsibility for handling hazardous waste treatment and disposal. The Plan was prepared in response to various Federal and State laws mandating better government oversight and management in this area and restricting direct land disposal of untreated hazardous wastes in distant, out-of-County facilities (what had been the County's primary disposal method). Regarding the former factor, the HWMP addresses on a countywide level waste disposal problems that have been exacerbated over the last several years because of the increased use of hazardous materials in industrial, commercial, and institutional activities as well as in the home. Basically, more wastes have been generated, though fewer remote sites have become available for waste treatment and disposal. Another problem has been the persistent illegal dumping of hazardous waste materials along roadsides and in other areas, resulting in explosions, fires, contaminated ground water, and air pollution. (For definitions and examples of "hazardous wastes," refer to the above sections. In general, hazardous waste is defined as any waste or combination of wastes that, because of its quantity, concentration, or physical, chemical or infectious characteristics may exhibit toxicity, corrosivity, flammability, and/or reactivity). Thus, the Plan, which has been formally adopted by the County and the City of Covina, aims 1) to encourage and facilitate the establishment of needed hazardous waste programs and facilities in cities and in unincorporated communities by the private sector to minimize untreated hazardous wastes leaving the County and 2) to ensure that all future hazardous waste disposal will be accommodated in environmentally safe, effective, and economical facilities and managed and handled in a cooperative, balanced, and multi-faceted fashion among government, the private sector, and the public. Although waste minimization, the most environmentally sound and economically feasible means of addressing the growing hazardous waste problem, is actually the primary goal of the Plan, for reasons previously indicated, the HWMP states that additional off-site hazardous waste management facilities within the County must be developed. According to the Plan "hazardous waste management facilities" are complexes of various sizes and features that perform a particular primary function upon receiving hazardous wastes, including transferring and storing, treating, recycling, solidifying and stabilizing, and incinerating. And "off-site" means that the facility serves more than one producer of hazardous wastes. Therefore, for purposes of complying with the HWMP, places with facilities that are on-site or serve only one producer are not considered to be a "hazardous waste management facility." Inasmuch as the establishment of a complex that handles hazardous materials fulfills and is part of a countywide process, each facility of a particular community could receive wastes from throughout the County. For additional information on the foregoing, refer to the Plan documents or to the Background Study of the General Plan Land Use Element.

The Plan itself is a four-volume document that describes and defines existing conditions, projects future waste streams and needed off-site hazardous waste management facilities, sets countywide objectives, policies, plan recommendations, and programs, describes criteria to be followed in siting new waste facilities, a key area that is expanded upon below, and lists the general procedures for establishing additional facilities. Various other topics, including public participation, emergency response, and recommended legislation (to implement and fund certain programs) are also presented.

According to the appurtenant State statutes, each city within Los Angeles County must take one of the following actions in Hazardous Waste Management Plan implementation:

1) Incorporate, by reference, applicable portions of the final HWMP into the city's general plan,

2) Adopt a city hazardous waste plan that is consistent with the HWMP and contains all the elements required by Section 25135.1(d) of the State Health and Safety Code, or

3) Enact an ordinance that requires all applicable zoning, subdivision, conditional use permit, and variance decisions to be consistent with the portions of the final HWMP that identify the general areas and siting criteria for off-site hazardous waste management facilities.

In the past, the City of Covina, following formal adoption of the Plan, has opted to pursue the first alternative, which calls for incorporating portions of the document into this General Plan Safety Element. The most important section of the HWMP that will be included in the Safety Element pertains to the siting criteria to be used to evaluate the suitability and compatibility of off-site hazardous waste management facilities with surrounding land uses and the immediate environment. Siting criteria is a significant, complex issue in the HWMP process that carries many potential land use, compatibility, accessibility, safety, and environmental quality impacts and implications and, therefore, inevitably raises concerns within the local population. However, the State legislation on which the Plan is based indicates that cities must follow the law and cannot prohibit the siting of hazardous waste facilities in their jurisdictions. The referenced standards that the City will utilize in this area are presented in the following section. But first, it is appropriate to discuss salient, background information on hazardous waste facility siting criteria.

There are actually two facets to the above-discussed standards of evaluation by which off-site hazardous waste facilities are to be located: 1) the general geographic areas (e.g., zoning districts) that are particularly suitable for hazardous waste facilities and 2) the waste facility siting criteria that must be followed in considering facility proposals. Regarding the first facet, the Plan recommends that previously-mentioned storage, treatment, recycling, solidifying/stabilizing, and incinerating facilities be located in industrial or manufacturing areas, where hazardous wastes are typically generated. The Plan contains a County map designating the general geographic areas within cities and unincorporated areas that could be potentially suitable for new hazardous waste management facilities. According to the HWMP, these possible waste complex locations are based on a study of municipal and unincorporated land use patterns, general plan and zoning designations, demographic and environmental factors, and other data. Generally, as indicted above, the specified areas pertain to industrial/manufacturing districts, where a great deal of the hazardous wastes are generated. In Covina, for example, various stretches along the railroad track, which are all designated for light manufacturing uses, have been so denoted. (In addition, the County has highlighted a large area just westerly of the City in Irwindale.) The Plan emphasizes, however, that the County map is only for illustrative purposes; it does not identify any specific properties. Cities and the County may, but are not required to, use the map in considering general geographic areas.

Concerning the second aspect of the HWMP process, the Plan includes various criteria that are intended to assist local communities in making informed decisions on any proposed hazardous waste management facility. The criteria have been developed around the following eight objectives:

a. Protect the residents;
b. Ensure the structural stability and safety of the facility;
c. Protect surface water;
d. Protect ground water;
e. Protect air quality;
f. Protect environmentally sensitive areas;
g. Ensure safe transportation of hazardous waste; and
h. Protect the social and economic development goals of the community.

Cities must utilize this criteria, which, again, relates to the previously-mentioned geographic designations or guidelines, in approaching the matter. However, to best protect public health, safety, and welfare, the Plan expressly permits cities to adopt more stringent siting criteria and land use policies for hazardous waste facilities than those approved by the County as long as the criteria and policies are consistent with the HWMP. In addressing local concerns, communities may also attach reasonable conditions to the issuance of any such facility.

As indicated above, the siting of a hazardous waste management facility raises many questions pertaining to potential land use, compatibility, accessibility, safety, and environmental quality impacts and implications. All of such impacts and implications will in large part be determined according to where the facilities will be permitted (particularly in relation to non-industrial uses) and the standards by which they are to be evaluated, the focus of the section below. In other words, problems or hazards could occur, and legitimate local concerns are inevitably raised. Therefore, appropriate analysis of all issues involved and sufficient public participation are essential components of this process to further community health, safety, welfare, and integrity. Regarding the latter matter, according to the HWMP, public involvement is intended to be a key step in all levels of hazardous waste management planning, including development of the Plan itself. This means that the public will continue to be provided with opportunities to review and comment on any future proposals for waste facilities in Covina. As was the case with other aspects of hazardous wastes stated previously in this chapter, various Federal and State agencies are involved in HWMP activities as well, particularly the California Department of Health Services. But the primary responsibility for implementation rests with the County.

2. City of Covina adherence to key applicable provisions

The Los Angeles County Hazardous Waste Management Plan (HWMP) is a tool for addressing countywide waste treatment and disposal matters. One of the primary purposes of the Plan is to encourage and facilitate the establishment of needed, previously defined off-site hazardous waste facilities in cities and in unincorporated communities by the private sector to minimize untreated hazardous wastes leaving the County. Under HWMP provisions, the City of Covina, which has formally adopted the Plan, is required to incorporate, by reference, applicable portions of the document into this General Plan Safety Element. The most important section of the Plan describes the siting criteria to be used to evaluate the suitability and compatibility of hazardous waste management facilities with surrounding land uses and the environment. As mentioned in the prior section, siting criteria is a significant, complex issue in the HWMP process that carries many potential land use, compatibility, accessibility, safety, and environmental quality impacts and implications. Therefore, appropriate analysis of all matters involved, considering all relevant factors, and sufficient public participation, are essential to protect community health, safety, welfare, and integrity.

Siting criteria, as also mentioned in the prior section, refers to 1) the general geographic areas (e.g., zoning districts) that are particularly suitable for hazardous waste management facilities and to 2) the standards and guidelines that must be followed in considering facility proposals. Regarding the first aspect of this topic, using the HWMP as a guide, the City believes that any waste management facility location must meet all provisions of Table 3 below:

TABLE 3. GEOGRAPHICAL AREAS FOR PERMITTING HAZARDOUS WASTE MANAGEMENT FACILITIES

SUBJECT	PROVISION
1. Zoning	M-1 (Light Manufacturing)
2. Minimum Property Size	One Acre
3. Relation to Surrounding Uses and Activities	Cannot Abut or be Adjacent to Any Residential District or Use/Facility with an Immobile Population*

*An immobile population includes, but is not limited to, the following uses: all public and private schools (excluding trade schools), child day care centers, hospitals, and nursing homes.

Furthermore, concerning the accompanying standards and guidelines to be followed in reviewing hazardous waste facility requests, Covina shall utilize the criteria outlined in the County Plan. A general description of these siting objectives, factors, and criteria is illustrated in the following table:

TABLE 4. HAZARDOUS WASTE MANAGEMENT FACILITY SITING FACTORS

OBJECTIVE	SITING CRITERIA
1. Protect the residents	° Consider proximity to populations (distance from residences); and ° Consider proximity to immobile populations (distance from immobile populations).*

2. Ensure the structural stability and safety of the facility	Avoid locating the facility near: ◦ Flood hazard areas/floodplains; ◦ Areas subject to tsunamis, seiches, and storm surges; ◦ Active or potentially active faults; and ◦ Dam failure inundation areas. Require engineering design safety features for: ◦ Slope stability (unstable soils); and ◦ Subsidence/liquefaction.
3. Protect surface water	◦ Avoid facility location near aqueducts and reservoirs.
4. Protect ground water	◦ Avoid facility location near: ◦ Supply wells and well fields; and ◦ Major aquifer recharge areas.
5. Protect air quality	Consider avoiding: ◦ PSD+ air areas; and ◦ Nonattainment air areas.
6. Protect environmentally sensitive areas	Avoid facility location in: ◦ Wetlands; ◦ Close proximity to habitats of threatened and endangered species; ◦ Prime agricultural lands; ◦ Recreational, cultural, and aesthetic resource areas; ◦ Close proximity to public facilities; and ◦ Areas of potential mineral deposits/resources. Permitted on case-by-case basis: ◦ Federal and State lands.
7. Ensure safe transportation of hazardous waste	Consider: ◦ Proximity to areas of waste generation (waste generation stream); ◦ Locating close distance to waste generation source, except for residuals repositories; ◦ Proximity to major transportation routes; ◦ Highway accident rates; and ◦ Capacity vs. AADT+ of access routes.

8. Protect social and economic development goals of the community	° Facilities shall locate in industrial zoned lands (M-1) only; ° Potential changes in real property values require independent study; and ° Potential changes in employment require independent study.

*An immobile population includes, but is not limited to, the following uses: all public and private schools (excluding trade schools), child day care centers, hospitals, and nursing homes.

+Abbreviations: PSD - Prevention of Significant Deterioration
AADT - Average Annual Daily Traffic

Any facility proposed for the City will need to conform to all of the above land use guidelines and siting provisions. The City believes that the guidelines and provisions are reasonable, address the community's physical characteristics, and are consistent with the HWMP. Regarding the land use policies, many of Covina's industrial properties are relatively small (under 30,000 square feet) and/or located within close proximity to residences, thus precluding the placement of hazardous waste management facilities. (Refer again to Table 3.) It is noted that no sites suitable for a disposal facility (i.e., landfill) were identified. In addition, to ensure protection of community health, safety, welfare, and integrity, in reviewing any waste facility proposal, the City will supplement the siting criteria with appropriate project-specific conditions. Such conditions would pertain to various engineering, site design, aesthetic, and operational matters to bolster suitability and compatibility with surrounding activities, viable accessibility thereto, and harmony with the environment. Furthermore, because the siting provisions of the County do not provide for any buffer or minimum distance requirement between a hazardous waste treatment facility and any residential district or immobile population, in accordance with preempting State law, the City will also require that a comprehensive health and safety risk assessment be performed by an applicant proposing to site any facility within 2,000 feet of property zoned for residential use or any public or private school, child day care center, hospital, nursing home, and similar use. This assessment, using guidelines developed by the Federal Environmental Protection Agency for superfund sites, would have to demonstrate that the facility will not present any unusual health or safety risks to the surrounding residential area or to a special, sensitive use. Thus, while the above siting criteria provides a sufficient foundation for hazardous waste facility analysis and evaluation, technically the criteria functions as the overall framework upon which additional standards and provisions are to be utilized to protect the community.

Lastly, in accordance with the County Hazardous Waste Management Plan process, the City of Covina agrees to follow all other applicable sections of the HWMP, notably those dealing with waste management facility definitions, public participation, emergency response, and waste minimization. These portions are to be followed on an as-needed basis. According to the HWMP, public involvement constitutes a particularly important step in hazardous waste management planning in that citizen review and comment were a significant factor in the development of the Plan and that the public, including municipal legislators, must continue to be given opportunities to provide input on future Plan revisions and all proposals for waste management facilities. The City will monitor any changes in the Plan, especially the siting criteria and related matters, ascertain in what ways the changes might impact Covina, and respond accordingly.

D. Listing of Key Existing Hazardous Materials Issues

This area of discussion lists the key Covina hazardous materials issues, which are based on the facts and information presented in the previous sections, related, salient material, and community input (see Chapter XI for clarification). As stated in the prior chapters, issues are important because they clarify key hazardous waste matters warranting attention and because, along with a detailed identification and discussion of hazardous wastes themselves (the preceding sections), issues form the basis for the below-listed goal and policies and programs/implementation measures. Refer to the previous sections for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The hazardous waste issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Dealing with the ongoing generation, use, and storage of various hazardous materials in Covina, which raises the possibility of chemical spills, gas leaks, explosions, structural fires, and resource contamination.
2. Dealing with the treatment and disposal of hazardous wastes from commercial, industrial, and institutional uses.
3. Dealing with the disposal of household items considered hazardous.
4. Dealing with the ongoing transport of large quantities of hazardous materials through and near Covina along the San Bernardino Freeway and the Metrolink Commuter Rail Line and via major arterial streets.
5. Dealing with potential or actual underground hazards from storage tanks, septic tanks, and natural gas distribution lines, which, in some cases, have led to soil contamination.
6. Cooperating with agencies of all levels of government regarding the regulation of the generation, use, and storage of hazardous materials.
7. Continuing to maintain information on City businesses and entities that handle hazardous materials to best respond in the event of an accident or to call upon Los Angeles County officials for assistance.
8. Continuing to contract with the Los Angeles County Fire Department, Hazardous Materials Division to address major hazardous materials incidents and to administer various statutes.
9. Continuing to maintain City Building and Safety Division and Fire Department inspections and efforts to identify hazardous materials use and storage in various businesses and activities.
10. Maintaining sufficient personnel, equipment, and resources in the Building and Safety and Fire Departments to provide general regulation of hazardous materials handlers and to respond to certain hazardous materials accidents.
11. Attempting to control the transport of large quantities of hazardous materials through enforcing local truck routes and various applicable Federal and State regulations.
12. Continuing to cooperate with the appropriate State and County departments on the identification, monitoring, and remediation of subsurface pollution, particularly from underground storage or septic tank leakage, through appropriate actions.
13. Ensuring that major, high-pressure natural gas distribution lines that underlie Covina streets are inspected and maintained by the appropriate agencies as well as protected during digging or excavating activities.
14. Cooperating with all levels of government, particularly Los Angeles County, in incorporating into the General Plan applicable portions of the Los Angeles County Hazardous Waste Management Plan, which concerns the treatment and disposal of hazardous materials at the municipal level.
15. Encouraging overall waste minimization as an important activity in the hazardous waste management process.

16. Cooperating with appropriate agencies in preventing waste disposal as well as all non-storm water discharges into the storm drainage system.

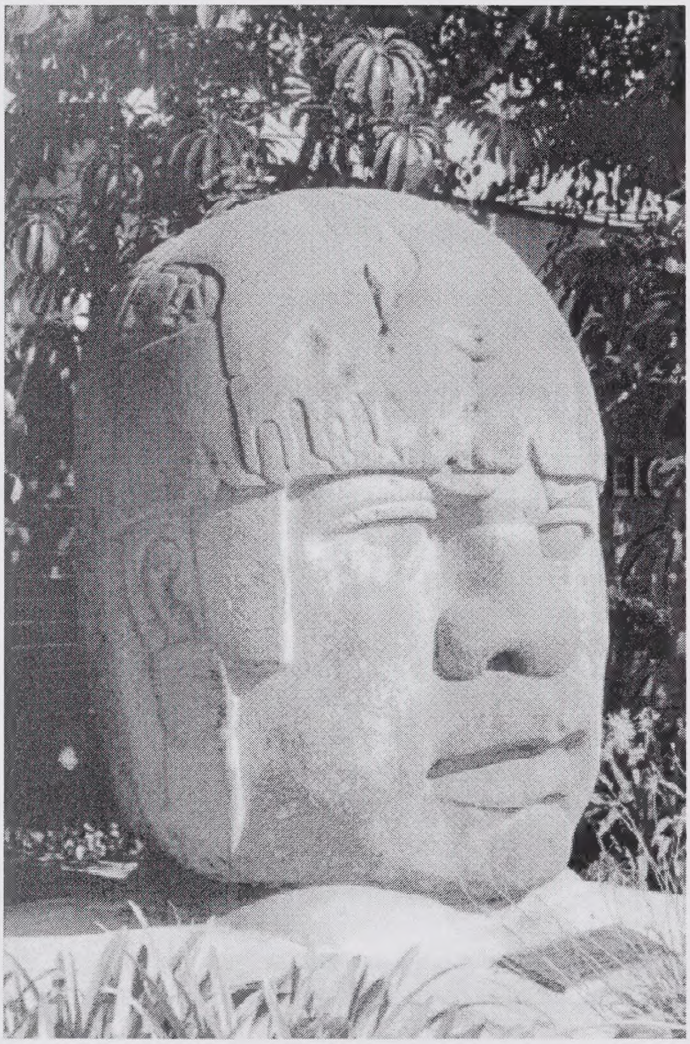
17. Regarding the Los Angeles County Hazardous Waste Management Plan, identifying suitable locations and appropriate siting criteria for and applying reasonable conditions to potential waste treatment facilities and handling all land use, compatibility, accessibility, safety, and environmental quality impacts and implications associated therewith.

18. Analyzing all issues involved with and having sufficient public participation pertaining to the potential siting of a hazardous waste management facility to further community health, safety, welfare, and integrity.

19. Appropriately regulating industrial and other activities that use, produce, and/or store hazardous materials from a general land use standpoint.

20. Implementing a storm water/urban runoff management program.

21. Promoting emergency preparedness activities in the community with respect to potential hazardous materials incidents by following various measures and by maintaining the multi-hazard Covina Emergency Plan.



PICTURE 6. OLMEC HEAD STATUE IN FRONT OF COVINA PUBLIC SAFETY COMPLEX, AT CITRUS AVENUE AND SAN BERNARDINO ROAD. THE STATUE, A GIFT TO THE COMMUNITY BY ITS SISTER CITY, XALAPA, MEXICO, AND CONSIDERED AN IMPORTANT CULTURAL RESOURCE, LIES IN FRONT OF THE PUBLIC SAFETY COMPLEX, WHICH CONTAINS COVINA'S FIRE AND POLICE HEADQUARTERS AND SERVES AS A KEY ACTIVITY CENTER FOR HANDLING HAZARDOUS MATERIALS INCIDENTS AND OTHER EMERGENCIES.

VI. ASSESSMENT OF RISKS FOR ALL POTENTIAL HAZARDS

A. General

This section of the Safety Element focuses on risk assessment. Chapters II through V above discussed potential hazards and concomitant general risks with respect to seismic and geologic conditions, flooding, fires, and hazardous materials. The following section expands on the appurtenant risks by presenting various criteria that further assess and describe the potential for hazard-related community upset. For clarification on the subject hazards, refer to the previous chapters. It is noted that the criteria utilized here is from the State Office of Emergency Services (EOS), which oversees and manages matters in this area as well as emergency preparedness (see Chapter VII).

B. Risk Assessment

As indicated above, this section focuses on risk factors relating to previously-described potential disasters in Covina. Table 5 below lists these hazards (in generally the same order in which they are discussed in Chapters II through V) and further describes and evaluates the disasters by four different criteria. The criteria are 1) potential of occurrence, 2) scope of risk, 3) emergency response, and 4) event duration.

"Potential of occurrence" means the potential threats to public safety and welfare that the hazard constitutes. Hazards have thus been assessed according to the following:

°Low Risk -	The level of risk below which no specific action is deemed necessary. The occurrence of a specific event is unlikely;
°Medium Risk -	The level of risk above which specific action is required to protect life and property, though the probability of the event taking place is low to moderate; and
°High Risk -	Risk levels are significant and occurrence of a particular emergency situation is highly probable or inevitable.

The "scope of risk" refers to the geographic area that could be potentially affected with the occurrence of one of the hazards. The scope of risk includes three levels:

°Site-	The particular geographic area that is directly affected would be site-specific;
°City -	The affected area would include a significant portion or all of the City; and
°Regional -	The affected area would include the entire City and the surrounding region.

Furthermore, the "emergency response" pertains to three levels of emergency response to peacetime contingencies, which are based on the severity of the situation and the availability of local resources to respond to the emergency. The three levels of emergency response include:

°Level 1 -	A minor to moderate incident where local resources are adequate to deal with the emergency;
°Level 2 -	A moderate to severe emergency where local resources are not adequate in dealing with the emergency and mutual assistance would be required on a regional or statewide basis; and
°Level 3 -	A major disaster where local resources are overwhelmed by the magnitude of the disaster and State and Federal assistance are required.

Finally, "event duration" refers to the length of occurrence for a particular hazard. This fourth criteria functions as another noteworthy hazard assessment descriptor. (The residual effects of an incident are not considered here, though they may be long-term in nature. An earthquake, for example, may last for only several seconds but aftershocks could continue for many days, months, or even years. Fault displacement may result in permanent alterations in topography. And property damage may be so extensive that complete recovery would take years.) The following three categories are used in classification of event duration:

°Immediate - The occurrence of a particular incident is instantaneous and measurable in terms of seconds or minutes;

°Short-Term - The duration of a particular incident is generally measured in terms of hours or days; and

°Long-Term - The duration of a particular incident extends for a much longer period of time. Specific hazards that are considered continuous or ongoing are included in this category.

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Those hazards of greatest concern to the people who live and work in Covina, such as seismic, flooding, and fire, are evident from examining Table 5, particularly the "potential of occurrence" row. And it is noted that seismic and flooding dangers appear to pose the most extensive overall upset to the community. In other words, as stated previously in this Element, certain potential disasters are real. However, because their incidence in Covina sometimes depends on the occurrence of unusual circumstances, the actual/quantifiable risks of these hazards cannot be predicted with certainty. To best prevent and prepare for a disaster, various activities, such as emergency preparedness planning and public safety support, must be considered. These and related matters are discussed in the following chapter.

C. Listing of Key Existing Risk Assessment Issues

The following discussion lists the key Covina risk assessment issues, which are based on the facts and information presented in the previous section and in prior chapters. Issues are important because they clarify key risk assessment matters warranting attention and because, along with a detailed identification and discussion of potential hazards and concomitant risks themselves (the preceding section and prior chapters), issues form the basis for the below-listed goal and policies and programs/implementation measures. Refer to the previous section and prior chapters for clarification on these issues and for underlying data and information.

The risk assessment issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Recognizing ground shaking, ground lurching, flooding around Walnut Creek, dam failure, seiches, urban fires, and underground storage tank problems as having the highest potential of occurring.

2. Recognizing ground shaking, flooding around Walnut Creek, and dam failure or seiches as potentially causing the most extensive overall upset to the community.

3. Acknowledging that the actual/quantifiable risks associated with potential disasters cannot be predicted with certainty because their incidence in Covina sometimes depends on the occurrence of unusual circumstances.

4. Acknowledging the need to prevent and prepare for a disaster by promoting emergency preparedness activities, by supporting adequate public safety personnel and resources, and by following related strategies.

VII. EMERGENCY PREPAREDNESS AND RELATED AND GENERAL MATTERS

A. General

The previous chapters of this Element presented and discussed potential seismic and geologic, flooding, fire, and hazardous materials disasters and concomitant effects and risks pertaining to Covina. Throughout these discussions, references were made with respect to emergency preparedness planning, methods of both reducing the likelihood of hazards from occurring and, should a disaster take place, limiting the negative impacts on the community, and key personnel who are involved with these activities and who respond to hazardous incidents. The following chapter expands on the foregoing by presenting all applicable and State-required matters relating to emergency preparedness. Topics discussed include the City of Covina Emergency Plan, which serves as the community's chief guidebook for emergency preparedness planning and for comprehensively managing any type of major contingency, evacuation routes to be followed in an emergency, they generally pertaining to the major streets, and emergency response personnel or the primary agencies that initially react to disasters as well as everyday public safety-related service requests in Covina, which are the Covina Fire and Police Departments. The latter matters presented here are peakload water supply requirements, minimum road widths, and clearances around structures. As indicated above, all of these items basically seek to control and reduce and, if possible, prevent various potential hazards by providing the City with viable tools, resources, procedures, and standards on which to base decisions and conduct actions. This chapter further serves as a basis for the Safety Element goal, policies, and programs/implementation measures.

B. City of Covina Emergency Plan

The City of Covina takes seriously its responsibility in planning for a major disaster. Informing citizens and businesses of potential concerns, taking appropriate steps to minimize damage and injury in a hazardous incident, and ensuring effective communication and efficient service when a disaster occurs are all important goals of the Covina Emergency Plan. This Plan (last revised in 1994) serves as the community's chief guidebook for emergency preparedness planning and for comprehensively managing any type of major emergency, which is defined as "a situation that requires immediate action beyond the scope of normal City operations." According to the Emergency Plan, its purposes are as follows:

1. To answer, during emergencies, who is in charge, what should be done, and by whom;
2. To provide for the continuity of government during emergencies;
3. To facilitate public understanding of Covina emergency organization;
4. To provide guidance for disaster education and training; and
5. To provide references to additional, more detailed information.

Covina's Emergency Plan was developed using a common-sense approach to disaster management, while at the same time meeting all applicable legislative mandates and achieving consistency with other local, County, and State documents of this nature.

The Emergency Plan uses simple action checklists for basic functions. These checklists can be expanded or contracted based on the size and complexity of the disaster. This organization is based on the Incident Command System (ICS), which is routinely used by fire and police departments and provides clear authority, direction, and communication during an emergency.

The disaster response is directed from the City's Emergency Operating Center (EOC), to where key personnel must report. The EOC is designated as the Fire and Police Department complex at 400 to 444 North Citrus Avenue, with alternate facilities identified if the primary location is unusable. Although the Emergency Plan is designed so that any trained person can step in and follow the action checklists, the position of Director of Emergency Services oversees the EOC. This position is filled by the City Manager, Fire Chief, Police Chief, or City employee with the highest degree of expertise in the type of emergency at hand. In general, however, emergency preparedness and disaster management activities in Covina are controlled and coordinated by the City Fire Department.

An emergency changes working relationships in that several departments and/or agencies that would normally function independently may work under the direction of one person, the Section Chief. The Covina Plan calls for four Sections: Operations, Planning, Logistics, and Finance. In addition, special-purpose units may be formed to address concerns outside of the City's normal sphere of responsibility, such as food distribution, emergency shelter, and transportation.

Because Covina's resources may be stretched to exhaustion during a disaster, mutual aid agreements are in place with other cities, Los Angeles County, and the State of California. And to facilitate inter-agency cooperation and coordination in responding to a major emergency, Covina follows the Standardized Emergency Management System (SEMS) of the State Office of Emergency Services (EOS), which provides an organizational framework and guidance for operations at each level of the State's emergency management system. (EOS, as mentioned in the prior chapter on risk assessment, is the State level agency that coordinates emergency preparedness and related matters.) In accordance with SEMS requirements, all City of Covina employees have been provided general training in the management system. Also, the employees were briefed on the City Emergency Plan. Both of these activities are important because in case of an emergency, any and all City personnel are required to provide assistance, when requested by the Director of Emergency Services. It is noted that in preparing this Safety Element, in accordance with State law, the City of Covina has received supplemental SEMS and, as previously indicated, additional emergency-related information from the State EOS.

The City Emergency Plan further establishes a basis for other organizations and agencies to participate in disaster planning efforts, including the American Red Cross, Salvation Army, and National Guard. Concerned citizens, businesses, and school district personnel are also involved in a variety of ways as part of Covinans Organized for Potential Emergencies (COPE), a new community-based program. One of COPE's primary tasks is to encourage familiarity of the Emergency Plan and appurtenant provisions.

Thus, the Covina Emergency Plan serves as a viable tool to prepare, mobilize, and employ public and private resources to meet essential needs in a serious emergency as well as to restore normal conditions as quickly as possible. Recent generally successful City staff simulation training has been occurring, which underscores the effectiveness of the process and identifies areas where improvements are needed. It is imperative that the Plan remain up-to-date and continue to respond to all safety issues and potential hazards, particularly those identified in this Element. Copies of the Emergency Plan are in the possession of all key individuals, agencies, and organizations who are involved with its implementation and are on file in the Covina Public Library for general reference.

C. Evacuation Routes

Under State planning law, the City must address evacuation routes in relation to potential hazards. According to the Covina Fire Department, which, as indicated above, controls and coordinates local emergency preparedness activities, all major public streets serve as the principal evacuation routes. (The previously described Covina Emergency Plan does not address this issue.) All such roads are illustrated on the accompanying Land Use Map, where they are officially designated as one of the following: 1) San Bernardino Freeway, 2) primary arterial street, 3) secondary arterial street, and 4) collector street. These principal access ways are all well-maintained and should support an evacuation function. In any disaster warranting evacuation, the exact emergency routes used would depend on a number of variables, including the type, scope, and location of the incident. (Or, an emergency could render some streets or portions thereof obstructed or inaccessible.) It is the responsibility of emergency service and/or appropriate public officials to adequately assess the situation so that safe and efficient evacuation routes are selected.

D. Emergency Response Personnel

The two primary agencies that initially react to disasters and emergencies as well as everyday public safety-related service requests in Covina are the City Fire and Police Departments. The Covina Fire Department, first of all, maintains 43 sworn and 2 support personnel, 12 vehicles, and various equipment out of 3 stations. (Station No. 1, the headquarters, is at 400 North Citrus Avenue. This station abuts the Police facility at the City's Public Safety Complex. Fire Stations Nos. 2 and 3 are located at, respectively, 1577 West Cypress Street and 807 East Cypress Street.) With approximately 1 firefighter for every 1,000 residents, the minimum recommended acceptable level of fire response, according to national standards, the Department reacts to fires and other emergencies, such as certain hazardous materials accidents, trapped victim calls (pertaining to, for example, vehicle accidents and structure collapse), and downed power lines; provides paramedical services; and affords fire prevention assistance. Regarding fire prevention, as indicated in Chapter IV above, the City attempts to minimize potential urban and wild land fire hazards through various preventative control measures, including enforcement of fire-related codes and ordinances pertaining to automatic sprinklers, fire-resistant building materials, safe site design, emergency personnel and vehicle accessibility, and the storage and use of hazardous materials; plan checks (generally related to ensuring compliance with Fire's codes and ordinances); inspections for both businesses and residential buildings; brush trimming; and public education/awareness programs. And as also indicated in Chapter IV above, the City contracts with Los Angeles County to respond to major hazardous materials accidents and to administer various programs in managing and overseeing businesses and institutional uses that utilize these materials. The County maintains various facilities throughout the San Gabriel Valley with abundant resources in this area. In short, the City places a strong emphasis on fire prevention, an activity that is linked to emergency preparedness planning. As indicated previously in this section, the City maintains an important Emergency Plan that serves to prepare, mobilize, and employ public and private resources to meet essential needs in a disaster, and the Covina Fire Department controls and coordinates this related process. The Emergency Plan sets forth the assignments to be carried out by Fire as well as other City personnel in a time of major emergency. Again, refer to Section B above for clarification in this area.

Each year, the Fire Department responds to approximately 1,000 fire- and 2,000 medical-related calls. In addition to maintaining sufficient resources to handle most incidents, the Department provides adequate response times for service. Furthermore, the overall fire/insurance rating is "Class 3," (out of a possible 10, with 10 being the lowest). This rating underscores the high level and good quality of fire protection services available. But if needed, the City can call on surrounding communities and on Los Angeles County for assistance, in accordance with established mutual aid agreements. It is noted that certain fire protection matters that the State requires cities to address in the general plan update process, including peak load water supply requirements, minimum road widths, and clearances around structures, are discussed in separate sections below.

The other primary entity that provides everyday safety service as well as the first line of defense in disaster situations is the Covina Police Department. With 57 sworn and 30 non-sworn employees, Covina residents are protected with a ratio of 1.3 officers for every 1,000 residents, which slightly exceeds the minimum commonly accepted ratio (1.0). Police personnel also have generally sufficient, up-to-date equipment and resources, including a canine unit. The City operates a full-service police facility, organized around Patrol and Detective Divisions, at the northern side of the Public Safety Complex, 444 North Citrus Avenue, adjacent to the Fire headquarters. Long-term booking facilities are provided under an agreement with Los Angeles County. The Police Department operates the City's emergency communications networks, including a computer-aided dispatch system, which are used jointly by the Police and Fire entities. Police further manages several viable crime prevention programs, such as DARE (Drug Abuse Resistance Education), Neighborhood Watch, Graffiti Abatement, Home Security Check, and Safety Fairs. The City has had a longstanding commitment to local law enforcement on the belief that minimal criminal activity in the community enhances the commerce and living environments. A low crime rate helps to keep existing and attract new businesses, gives residents a greater sense of security and community pride, and reinforces the City's goal to maintain public safety. As is the case with Fire, the Police Department maintains mutual aid contracts with other jurisdictions and, according to Police officials, response times are reasonable. On an annual basis, the Department receives over 26,000 calls for service.

In addition to its normal law enforcement assignment, in major emergencies, Covina's Police force works with the Fire Department in a variety of capacities, including evacuation supervision (mentioned in previous section) and the particular assignments listed in the already discussed Emergency Plan. (Because Azusa Avenue is a State Highway, the California Highway Patrol could also be involved in evacuation as well as other activities.) As stated in the Emergency Plan, although Police and Fire would be the primary responding departments in a disaster, if called upon, other City personnel and non-City agencies would provide supporting roles in stabilizing the situation.

The City of Covina believes that its Fire and Police Departments presently provide local residents, workers, and others with sufficient, quality fire protection and law enforcement with respect to everyday calls and potential major emergencies to best protect public health, safety, and welfare. In other words, reliable protection from fire and crime risks allows the community to exist in a relatively safe and secure environment. Monitoring and evaluating operations are constantly occurring to ensure continued adequacy and to identify where any enhancements can be made, particularly with respect to emergency preparedness/management. Concerning physical development in general, in the future, the City is expected to provide fire and police services commensurate to projected moderate growth and redevelopment and revitalization. (Refer to Land Use and Housing Elements for details.) Although fire and police protection needs typically must consider building proposals and land use modifications on a project-by-project basis to ensure adequacy regarding access, clearance, response times, defensible space considerations, and other factors, the impacts of new construction and activities on existing services/resources can be mitigated through adequate inter-departmental project reviews and cooperation in the plan submittal and General Plan revision activities. The City has long followed this integrated, cooperative approach. Applicable design factors, such as access and defensible space, are discussed below.

E. Peakload Water Supply Requirements

To enable sufficient firefighting capabilities, the Covina Fire Department requires a minimum pressure flow of water. The required fire flows vary generally between 1,000 to 6,000 gallons for each minute, depending on the type of construction and building use, maximum occupancy, and whether any built-in protection systems (e.g., sprinklers) are present. According to the Fire Department, currently there are no water flow pressure problems in Covina. Furthermore, the water itself is available for firefighting citywide via ample, strategically placed hydrants. Fire officials will continue to monitor fire flows to ensure future adequacy.

F. Minimum Road Widths

In order for fires and other incidents to be contained and eradicated within reasonable time periods, they must first be quickly and safely accessed by emergency vehicles of responding personnel. Therefore, minimum road width standards constitute another secondary factor that is essential for lessening various hazards, notably fire. As presented in the Circulation Element, the City follows various public street design standards, including minimum right-of-way and curb-to-curb widths and radii for cul-de-sacs and knuckles. Generally, the minimum curb-to-curb width on the major/arterial and collector streets varies from 56 to 84 feet. On the smaller or local roads, the minimum curb-to-curb widths are typically between 36 and 38 feet. Emergency accessibility, in addition to general vehicular circulation, was considered in developing these criteria.

The City Fire, Planning, and Engineering entities implement the public street criteria in a coordinated fashion in the Site Plan Review and Building Permit Issuance processes. (These processes also ensure that other, previously-mentioned hazard reduction design requirements, such as fire-resistant building and roofing materials and automatic sprinkler systems, are met.) According to the Fire Department, whose larger emergency vehicles constitute the focus for evaluating suitable accessibility, all existing roadway standards are adequate. Design provisions for private (usually smaller) roads are the same as for public streets. The minimum width standards pertaining to public or private driveways and parking aisles are based on applicable sections of the Covina Zoning Ordinance. In major projects, such as multiple-family complexes and commercial facilities, these provisions typically range from 20 to 25 feet, with an unobstructed vertical clearance of 14 feet. The Fire

Department further applies various other standards on matters including "clear zones" in front of buildings and site access points, in accordance with the Uniform Fire Code. Verification of the adequacy of the above guidelines on private properties is also done in an inter-departmental fashion on a case-by-case basis in the Site Plan Review and Building Permit Issuance processes. It is noted that the Fire Department, which enforces these private as well as the public codes with respect to identified problems on existing access ways, has stated that standards for the private developments are sufficient. Nevertheless, the City will monitor all of the above accessibility standards to ensure they continue to fulfill their primary emergency response and other functions.

G. Clearances Around Structures

The subject of "clearances around structures" is related to the previous section on minimum road widths and, in accordance with State planning law, must also be addressed here. As was the case with above-described roads, maintaining appropriate standards for clearances around structures is essential to allow for building access during fires, geologic hazards, or other emergencies. In Covina, these many and varied standards come under the Zoning Ordinance and Uniform Building Code, which are primarily implemented and enforced by, respectively, the Community Development Department's Planning and Zoning and Building and Safety Divisions. However, for all development proposals, each and every City Department/Division, notably Fire and Police, are jointly involved in the preliminary stages of the Site Plan Review and Building Permit Issuance processes to ensure, among other things, emergency accessibility by foot, fire containment, general safety, and vitality. Typical clearance provisions pertain to building setbacks (relating to property lines and slopes), fence/block wall height limitations, and minimum required distances between structures and block walls or fences. For example, both previously-noted codes call for a minimum 3-foot emergency access on any side of a detached house. Relating primarily to law enforcement, Planning guidelines also call for defensible space considerations in developments, which promote personal security through the use of such features as cross visibility and ample lighting. Covina emergency personnel believe that current standards in this area are adequate, though ongoing evaluation of "clearance" provisions is occurring to ensure continuing viability.

H. Listing of Key Existing Emergency Preparedness and Related Issues

This area of discussion lists the key Covina emergency preparedness and related issues, which are based on the facts and information presented in the previous sections, related, salient material, and community input (see Chapter XI for clarification). As stated in the prior chapters, issues are important because they clarify key emergency preparedness and related matters warranting attention and because, along with a detailed identification and discussion of emergency preparedness and related topics themselves (the preceding section), issues form the basis for the below-listed goal and policies and programs/implementation measures. Refer to the previous sections for clarification on these issues and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The emergency preparedness and related issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Recognizing the City's responsibility to plan for a major disaster.

2. Maintaining and periodically revising the Covina Emergency (preparedness) Plan as a viable tool to prepare, mobilize, and employ public and private resources to meet essential needs in a serious natural or man-made emergency as well as to restore normal conditions as quickly as possible.

3. Utilizing appropriate inter-agency processes and mutual aid agreements in emergency preparedness planning and during an actual disaster to most effectively deal with other entities and to address community needs.

4. Supporting community programs that train volunteers to assist City staff in emergency preparedness planning.

5. Promoting public awareness concerning emergency preparedness matters.

6. Establishing the mitigation of earthquake hazards as a high priority for City emergency preparedness and post-disaster programs/strategies.

7. Maintaining the San Bernardino Freeway and the major roads or Circulation Element-defined primary and secondary arterial and collector streets as Covina's evacuation routes in relation to major emergencies.

8. Continuing to supply the Covina Fire and Police Departments with adequate personnel, equipment, resources, and facilities to perform their many duties, including responding to disasters, emergencies, and everyday public safety-related service requests and participating in emergency preparedness planning.

9. Ensuring adequate fire, paramedical, and police response times in the community.

10. Continuing with various fire and crime prevention programs.

11. Monitoring operations and procedures relating to fire protection and paramedical services and law enforcement to identify where improvements can be made.

12. Ensuring that future firefighting, paramedical, and police protective resources and services keep pace with projected moderate growth and redevelopment activities.

13. Ensuring that new, expanded, or altered potentially problematic developments mitigate any public safety-related impacts.

14. Maintaining fire-, paramedical-, and police-related mutual aid agreements with surrounding communities for supplemental emergency service assistance, when needed.

15. Maintaining adequate water pressure flow capacity in Covina and sufficient fire hydrants to allow for proper firefighting capabilities.

16. Maintaining adequate public and private road provisions and site design standards to ensure that hazardous incidents and emergencies can be quickly accessed by emergency vehicles.

17. Maintaining a coordinated, inter-departmental approach in reviewing public and private projects and proposals to facilitate implementation of all City public safety-related codes and standards.

18. Ensuring that the Covina Fire Department continues to enforce codes and standards regarding the obstruction of approaches needed for emergency vehicle accessibility.

VIII. GOAL AND POLICIES

A. General

As stated in the Introduction above, the goal and policies of this General Plan chapter are important because, along with the below-presented implementation measures, they serve as the chief tools concerning local decisions and actions on potential natural and man-made hazards affecting Covina and in evaluating public projects and private developments and proposals from the standpoint of preventing adverse impacts in the City. The goal and policies, again as previously indicated, are based on the community's key safety-related conditions and issues (described in Chapters II through VII above), which were both identified by City staff and ascertained through public comment. In theory, then, the goal and policies presented here (and accompanying implementation measures) bridge the gap between where the community is and what type of city it wishes to become. As was the case with the discussion of conditions and issues, the safety goal and policies are presented below in separate sections, a format that the City believes is most appropriate.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate clear local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

B. Goal and Policies

In applying the two terms to the Safety Element, one goal and several policies are utilized. All policies are listed within a framework relative to five topical areas, which are based on different potential hazards and emergency preparedness matters. The City believes that this organization is most logical and best suited for protecting public health and safety. The goal is:

> A community in which the loss of lives, serious injuries, major damages to public and private structures/ properties, the loss of natural resources, economic and social dislocation, and the disruption of vital services associated with a potential natural or man-made disaster are prevented.

The remainder of this chapter is devoted to the policies. For each topical area, policies are listed in no particular order. The five topical areas are:

1. Potential seismic and geologic hazards
2. Potential flooding hazards
3. Potential fire hazards
4. Hazardous materials
5. Emergency preparedness and related and general matters.

The topical areas are not entirely mutually exclusive, and, therefore, some policies from different groupings are similar. Also, the goal and policies are applied on a citywide basis, unless expressly stated otherwise.

1. Policy Area 1

Potential Seismic and Geologic Hazards

The City shall:

a. Require all new and expanded or improved buildings and structures to comply with current seismic-related codes, standards, and construction practices.

b. Require adequate soils, geologic, and/or structural studies/evaluations prior to any building construction, particularly in the Covina Hills area, to identify appropriate, development-accommodating engineering and development siting measures.

c. Ensure, to the greatest extent possible, that buildings/uses of which the State has permitting authority over, such as public schools, hospitals, and mobile home parks, comply with current, applicable seismic and general building codes, standards, and construction practices.

d. Follow all applicable development and grading standards and practices in the Covina Hills area.

e. Continue to review and, where necessary, modify general building-related codes and seismic design standards to better protect the City against the adverse effects of strong ground shaking.

f. Continue with voluntary seismic retrofitting of older, unreinforced masonry and similar buildings in conjunction with ongoing commercial revitalization, community development, and general renovation activities for the orderly and effective abatement of potentially hazardous structures.

g. Attempt to regularly update its inventory of unreinforced masonry structures in the community.

h. Consider to adopt a mandatory seismic retrofitting program, if necessary and feasible, including a funding mechanism, to assist applicable property owners.

i. Consider the aesthetic, historic, and/or cultural significance of a building to be upgraded for seismic safety and, to the greatest extent possible, avoid demolition or alteration of a structure's appearance or character in seismic retrofitting.

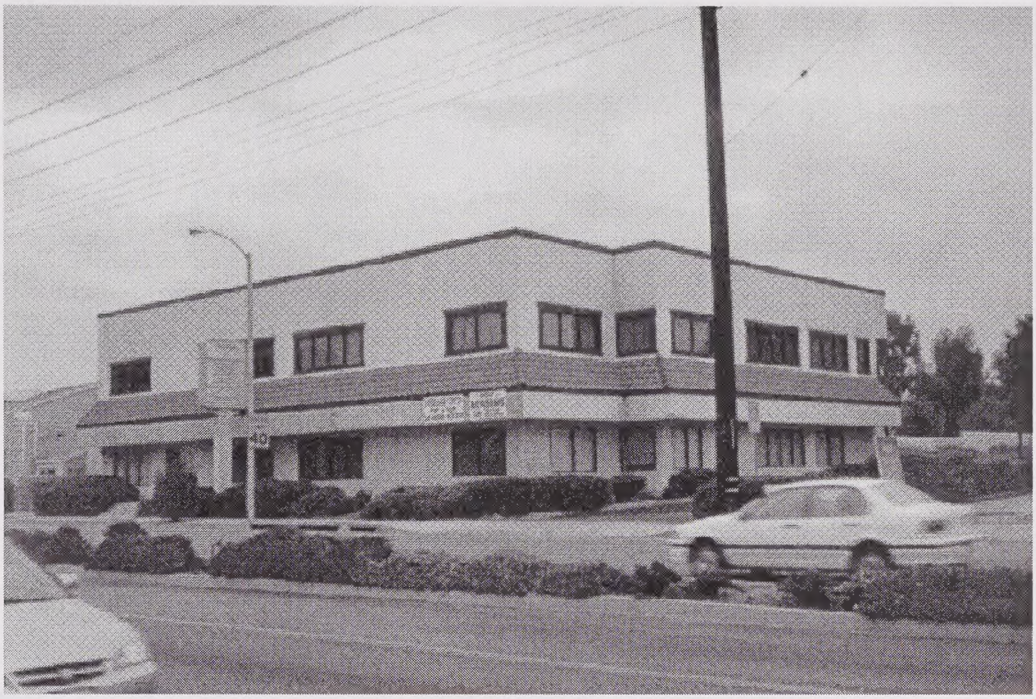
j. Regard the cost of seismic reinforcement as an inadequate justification for demolition of a structure in Covina determined to be historic.

k. Request that the Los Angeles County Flood Control District (LACFCD) develop a program and funding mechanism to seismically reinforce Puddingstone Dam to protect Covina and other downstream areas from potential major flooding.

l. Monitor the dormant/potentially active Indian Hill Fault and Walnut Creek Fault systems in Covina for any officially documented movement.

m. Should either of Covina's two dormant faults become active, closely investigate the fault, including determining the exact location and nature of the fault and probable extent of earthquake activity, follow applicable State mandates, and adopt appropriate development policies and standards.

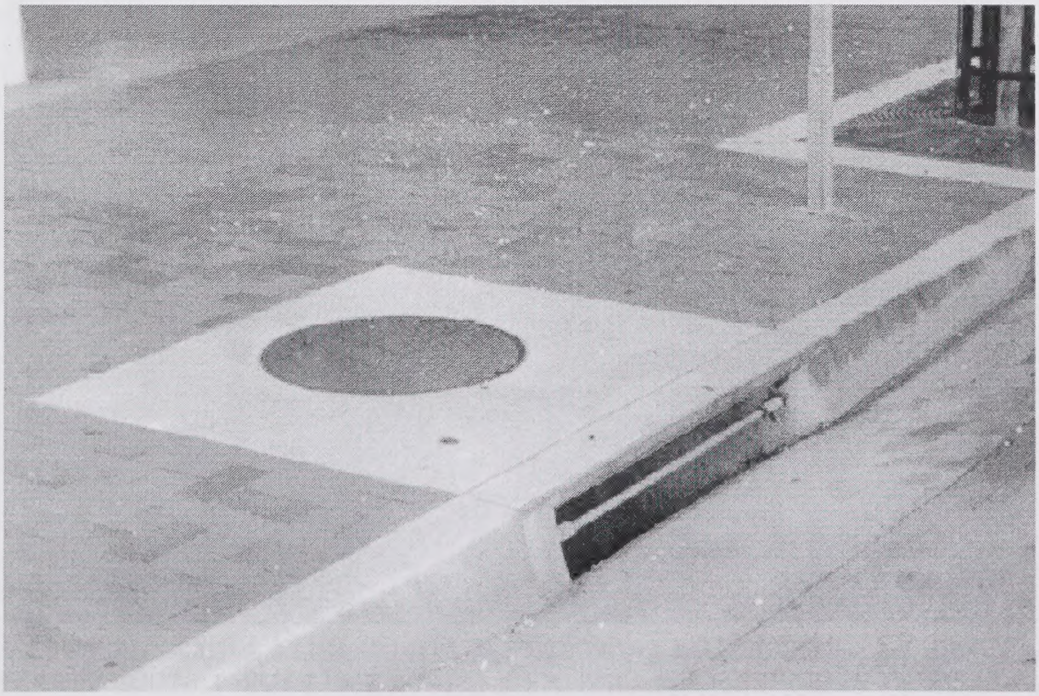
n. Where slope-denuding fires strike in the Covina Hills area, maintain or encourage reasonable replanting efforts on public and private properties to stabilize bare hillsides against possible landslides or mudslides during subsequent rain storms.



PICTURE 7. TYPICAL COMMERCIAL BUILDING, ON GRAND AVENUE NEAR COVINA BOULEVARD. GENERAL PLAN POLICY CALLS FOR ALL NEW AND EXPANDED STRUCTURES TO COMPLY WITH CURRENT SEISMIC-RELATED CODES AND STANDARDS.

PICTURE 8. RESIDENTIAL PROPERTIES IN COVINA HILLS AREA. THE SAFETY ELEMENT REQUIRES SOILS, GEOLOGIC, AND/OR STRUCTURAL STUDIES PRIOR TO ANY BUILDING CONSTRUCTION HERE AND ELSEWHERE IN THE COMMUNITY.

PICTURE 9. VIEW OF THE UNDEVELOPED PORTION OF WALNUT CREEK, LOOKING WEST FROM THE BRIDGE SECTION OF THE CURVE THAT SERVES AS THE TRANSITION FROM SOUTH REEDER AVENUE TO EAST PUENTE STREET. THE PICTURE SHOWS THE EFFECTS OF FLOODING AND EROSION IN THIS SENSITIVE AREA, PROBLEMS THAT THE SAFETY ELEMENT SEEKS TO COUNTERACT AND REMEDY.



PICTURE 10. TYPICAL STORM DRAIN INLET. BECAUSE OF THE ESSENTIAL FUNCTION THAT IT SERVES, THE GENERAL PLAN ADVOCATES MAINTAINING AND, WHERE NECESSARY, IMPROVING THE STORM DRAINAGE SYSTEM.

o. Further investigate and collect additional data on seismic, geologic, and soil conditions affecting the community, particularly in the Covina Hills area.

p. Should liquefaction, settlement, or subsidence be identified in any areas, closely investigate the hazard, including determining the exact location and extent of the problem, and require special, site-specific studies to identify engineering and development siting measures to permit construction to occur.

q. Promote earthquake preparedness within the community by participating in quake awareness programs, including, but not limited to, the distribution of brochure materials or informative literature on methods to safeguard lives and property during seismic events.

r. Maintain and periodically update, as appropriate, the Covina Emergency Plan with respect to emergency procedures to be followed in a potential seismic hazard or geologic incident.

2. Policy Area 2

Potential Flooding Hazards

The City shall:

a. Support efforts of and work with Los Angeles County to maintain the existing flood control infrastructure serving Covina to meet the community's drainage needs.

b. Support efforts of and work with Los Angeles County to enhance the local storm drainage system in particular areas to relieve local minor flooding and ponding problems and to accommodate future moderate growth.

c. Continue to require that all new and significantly expanded developments incorporate sufficient measures to mitigate flood hazards, including the design of on-site drainage systems to link with citywide flood control infrastructure, the gradation of sites such that runoff does not impact adjacent private properties or structures, and the location of structures above and away from any flooding elevation.

d. Work with State of California, Los Angeles County, and other officials to attain a permanent solution to Walnut Creek flooding and erosion problems, such as by developing a program and funding mechanism to seismically reinforce the upstream Puddingstone Dam or by having the County lower the Puddingstone Reservoir water level during the winter months.

e. Strive to ensure that any Bonelli Park expansion plans or proposals recognize that the Park's Puddingstone Reservoir and Dam complex was originally developed to resolve downstream flooding problems and concerns in Covina and other communities.

f. Address, to the greatest extent possible, the short-term or day-to-day effects and problems in and adjacent to the unimproved portion of Walnut Creek relating to seasonal flooding through appropriate measures, including, but not limited to, prohibiting the construction of habitable structures within or near the wash and administering other reasonable development standards for properties abutting the Creek, inclusive of those clarified under the Zoning Ordinance and Design Guidelines, communicating with County flood control officials on water release matters, and conducting emergency preparedness activities.

g. Study and monitor the long-term or cumulative effects and implications of property damage, human danger, and soil erosion and concomitant threats to wildlife in and adjacent to the unimproved section of Walnut Creek relating to existing, seasonal flooding conditions.

h. To minimize erosion along the banks of the unimproved section of Walnut Creek as well as in any other areas, adhere to appropriate Uniform Building Code provisions regulating earth work and grading during construction and, if appropriate, limit acreage of bare soils exposed at any one time, restrict grading to the dry season, and/ or require immediate vegetation.

i. Continue to encourage new building proposals along or near the unimproved section of Walnut Creek located upstream from Covina to mitigate potential increased flooding, erosion, and other problems in downstream areas as a condition of approval.

j. Require the use of the greatest amount of landscaping feasible in new and significantly expanded developments to maximize permeable surface area to reduce site runoff as well as for aesthetic purposes, particularly along or near the unimproved portion of Walnut Creek.

k. Consider to encourage, where feasible or not otherwise prohibited by Zoning, the utilization of turf block, decomposed granite, grasscrete, or similar permeable surfaces, rather than conventional pavement.

l. Best prepare for potential seiche-related hazards by administering reasonable development standards for properties adjacent to and abutting Walnut Creek, including those clarified under the Zoning Ordinance and Design Guidelines, and by continuing with ongoing emergency preparedness activities.

m. Improve emergency preparedness activities in areas subject to potential dam failure-generated inundation by following various measures, including shortening times required for emergency evacuation and mobilization efforts.

n. Maintain and periodically review procedures for dealing with potential major flooding incidents in the Covina Emergency Plan.

3. Policy Area 3

Potential Fire Hazards

The City shall:

a. Maintain a preventative approach in handling potential urban and wild land fires and possible blazes at the urban/wild land interface.

b. Maintain all fire-inhibiting Building and Safety and Fire Department requirements and standards for new construction and for substantial additions to existing structures, including those for fire-resistant building materials; fire-resistant roofing components (untreated wood-shakes being prohibited); building construction; detector and alarm systems; fire service equipment; automatic fire sprinklers; one-hour fire walls; clearances around structures; accessibility to and into buildings; and the proper storage of flammable and combustible materials.

c. Maintain all fire-inhibiting Planning Department requirements and standards for new construction and for substantial additions to existing structures, including those for architectural design, site planning, building setback, landscape design, minimum road and driveway widths, and property usage and maintenance.

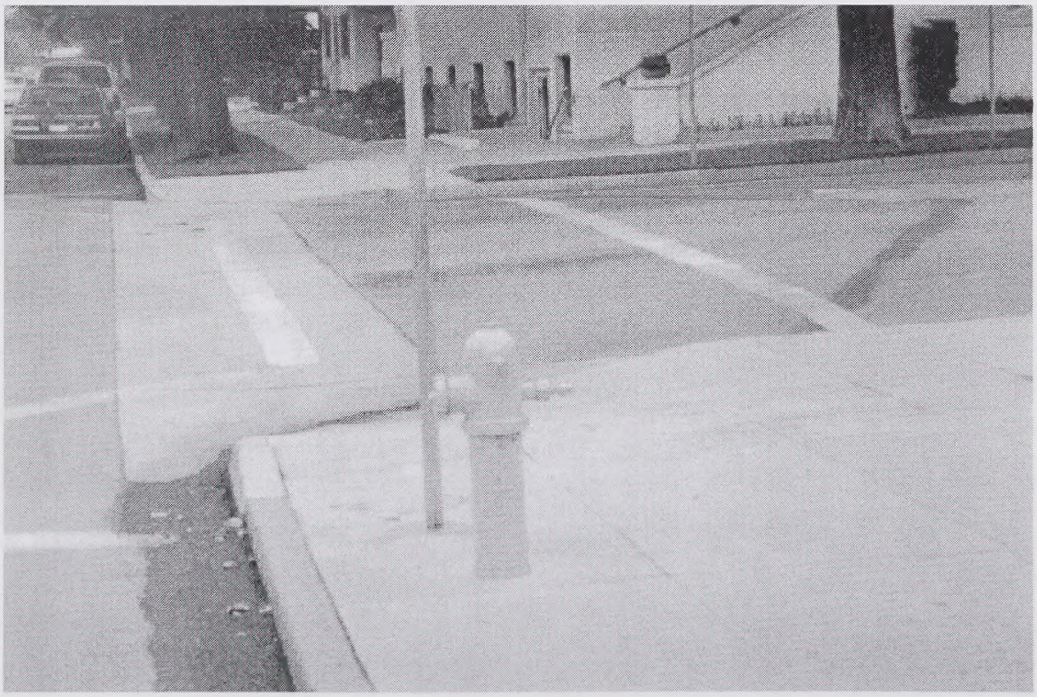
d. Ensure, to the greatest extent possible, that buildings/uses of which the State has permitting authority over, such as public schools, hospitals, and mobile home parks, comply with current, applicable fire-inhibiting codes, standards, and construction practices.

e. Maintain ongoing fire and business license inspection and business monitoring programs as well as code enforcement activities, particularly relating to establishments using or storing hazardous materials, to reduce fire dangers associated with commercial, industrial, and institutional buildings.

PICTURE 11. VIEW OF COVINA HILLS AREA, LOOKING SOUTH FROM REEDER AVENUE AT THE REEDER AVENUE-PUENTE STREET CURVE. SAFETY ELEMENT POLICIES AND PROVISIONS MAINTAIN A PREVENTATIVE APPROACH FOR HANDLING POTENTIAL FIRES HERE AND THROUGHOUT THE COMMUNITY.

PICTURE 12. COMMON OLDER APARTMENT COMPLEX. TO REDUCE FIRE DANGERS IN STRUCTURES SUCH AS THIS ONE, THE GENERAL PLAN CALLS FOR KEEPING ONGOING FIRE AND BUSINESS LICENSE INSPECTION AND MONITORING PROGRAMS AS WELL AS CODE ENFORCEMENT ACTIVITIES.

PICTURE 13. CONVENTIONAL MODERN HOME. THE GENERAL PLAN ESTABLISHES AN ADMINISTRATIVE STRUCTURE FOR MAINTAINING FIRE-INHIBITING REQUIREMENTS AND STANDARDS, SUCH AS TILE ROOFS, FOR NEW CONSTRUCTION AND SUBSTANTIAL ADDITIONS.



PICTURE 14. TYPICAL FIRE HYDRANT. THE SAFETY ELEMENT REGARDS THE APPROPRIATE PLACEMENT OF FIRE HYDRANTS AND RELATED INFRASTRUCTURE AS WELL AS ADEQUATE FIRE FLOW PRESSURE AS ESSENTIAL STRATEGIES IN MINIMIZING POSSIBLE FIRES.

f. Maintain ongoing Neighborhood Preservation Program (NPP) and general Code Enforcement activities to reduce fire and other dangers in residential areas.

g. Continue with existing citywide fire prevention/education programs to bolster public awareness of the disastrous impacts that fires can have on the community.

h. Continue to follow weed abatement programs in Covina Hills, which involve trimming and clearing overgrown plant materials from public and private properties, to reduce the amount of combustible vegetation.

i. Consider to require fire-retardant plantings in conjunction with new construction and major expansions, if appropriate.

j. Continue to ensure the appropriate placement of fire hydrants and related infrastructure as well as water availability or the adequacy of fire flow pressure.

k. Maintain sufficient personnel, equipment, facilities, and resources in the Fire and Police Departments to handle fire incidents.

l. Maintain fire service-related mutual aid agreements with surrounding jurisdictions to supplement City personnel in fighting fires or in responding to small-scale hazardous materials incidents, when needed.

m. Maintain and periodically review procedures for dealing with potential major urban and wild land fires and blazes occurring at the interface thereof as well as major above- and below-ground and transport-related hazardous materials accidents in the Covina Emergency Plan.

4. Policy Area 4

Hazardous Materials

The City shall:

a. Continue to cooperate with all applicable laws and agencies concerning the regulation of the use, storage, and disposal of hazardous materials by following this Safety Element and related documents, mandates, and matters.

b. Enforce the "right-to-know" laws governing the disclosure of hazardous materials by maintaining information on City businesses and entities that use, store, and/or generate hazardous materials so that adequate regulation and monitoring can occur and that appropriate, effective emergency service responses can be made in the event of an accident or fire.

c. Continue to contract with the Los Angeles County Fire Department, Hazardous Materials Division 1) to administer various State-required monitoring activities and permitting processes regarding the utilization, storage, and transportation of hazardous materials and 2) to respond to major above- and below-ground as well as transport-related hazardous materials accidents.

d. Support City Fire Department general inspections in identifying and addressing hazardous materials.

e. Support City Building and Safety Division efforts to identify hazardous materials use and storage in the business license inspection process.

f. Maintain sufficient personnel, equipment, facilities, and resources in the Fire Department and Building and Safety Division to provide general regulation of and monitoring of hazardous materials handlers.

g. Monitor and, to the greatest extent possible, work with businesses using, storing, and/or generating hazardous waste materials to ensure compliance with or facilitate business understanding of proper disposal procedures.

h. Provide support and assistance, as appropriate, to the State and County in disseminating information needed by the public and industries to take rational steps to minimize, recycle, treat, and otherwise manage hazardous wastes.

i. Continue to cooperate with all applicable laws, particularly the Clean Water Act, and agencies concerning the regulation of discharges or prohibition of all wastes and non-storm water materials disposed into the public storm drainage system by implementing the National Pollutant Discharge Elimination System (NPDES)-related storm water/urban runoff management program.

j. Minimize, to the greatest extent practicable, the impacts from storm water runoff on the biological integrity of natural drainage systems and water bodies.

k. Put an emphasis on cumulative storm water impacts and the need to mitigate cumulative impacts to less than significant levels.

l. Maximize, to the greatest extent practicable, the percentage of permeable surfaces to allow more percolation of storm water runoff into the ground.

m. Minimize, to the greatest extent practicable, the amount of storm water directed to impermeable areas and to the storm drainage system.

n. Link ground water and storm water flows so that storm water is considered in the hydrologic cycle.

o. Build storm water pollution prevention requirements into other existing requirements (e.g., landscaping) to ensure that requirements do not themselves indirectly encourage practices that can cause pollution.

p. Require proposed commercial and industrial projects/activities to be conditioned to comply with California's general storm water permits and with the Clean Water Act.

q. Require erosion and sediment controls for developments to minimize erosion-related damages and the spillover of sediments to adjacent sites.

r. Consider to require proposed projects to be conditioned with reasonable limits on the clearing of vegetation from development sites and on the length of time during which soil may be exposed.

s. Consider to require proposed projects to be conditioned with appropriate permanent controls to reduce storm water pollutant loads discharged from development sites (including parking lots), to the maximum extent practicable.

t. Consider to adopt new ordinances to better regulate hazardous materials, if appropriate.

u. Consider to pursue State legislation that would enable a greater degree of local authority relative to environmental controls.

v. Adopt waste minimization as the first priority in waste management strategies.

w. To the greatest degree feasible, locate new or accommodate expanded/remodeled uses involved in the production, storage, transportation, and/or handling of hazardous materials a safe distance from other land uses that may be adversely affected by such activities.

PICTURE 15. TYPICAL INDUSTRIAL PROPERTY. CONSIDERING THE FACT THAT INDUSTRIAL FACILITIES CONSTITUTE MUCH OF THE SOURCE OF HAZARDOUS MATERIALS IN THE COMMUNITY, THE GENERAL PLAN PROPOSES TO MAINTAIN ALL FIRE/HAZARD-INHIBITING REQUIREMENTS AND STANDARDS FOR NEW CONSTRUCTION AND MAJOR ADDITIONS PLUS ONGOING FIRE/HAZARDOUS MATERIALS AND BUSINESS LICENSE INSPECTION AND BUSINESS MONITORING AS WELL AS CODE ENFORCEMENT ACTIVITIES.

PICTURE 16. TYPICAL SERVICE STATION. GENERAL PLAN POLICY FURTHER CALLS FOR THE CONTINUATION OF ALL FIRE/HAZARD-INHIBITING REQUIREMENTS AND STANDARDS AND BUSINESS INSPECTION-RELATED PROCEDURES FOR ACTIVITIES OF THIS TYPE.

CLEANERS
OPEN
HIGH QUALITY

PICTURE 17. REPRESENTATIVE BASIC COMMERCIAL BUSINESS. THE SAFETY ELEMENT RECOGNIZES THAT MANY SEEMINGLY INNOCUOUS BUSINESSES CONTAIN HAZARDOUS MATERIALS.

CATALINA
Prestone

PICTURE 18. BASIC AUTOMOTIVE- AND HOUSEHOLD-RELATED PRODUCTS FOUND IN TYPICAL GARAGE. THE GENERAL PLAN CALLS FOR RESIDENTS TO DISPOSE OF THEIR COMMON THOUGH OFTEN POTENTIALLY HAZARDOUS PRODUCTS IN A SAFE, SUITABLE MANNER.

x. Encourage relatively low intensity or low risk industrial uses (as listed in the Covina Zoning Ordinance) in the community for economic development, commercial image enhancement, and related reasons, subject to adherence to adequate development standards and mitigation measures.

y. Prohibit high intensity or high risk industrial uses (as described in the Covina Zoning Ordinance) in the community.

z. Support the Los Angeles County Department of Public Works in sponsoring regular household hazardous waste disposal programs to enable both City and County residents to bring backyard pesticides, cleaning fluids, waste oil, paint cans, and other common household toxics to a centralized collection facility for proper disposal.

aa. Inform residents of the types of household wastes considered hazardous and the proper manner of disposal thereof.

bb. Support efforts by Federal officials to replace household hazardous materials with innocuous substances, whenever possible.

cc. Require that the transport of large quantities of hazardous materials in the City be restricted to the community's officially designated truck routes, to the greatest degree possible.

dd. Support strong, continuous, and consistent enforcement of laws of all levels of government pertaining to hazardous materials transport on roads, on the San Bernardino Freeway, and on the Metrolink Rail Line in and adjacent to Covina.

ee. Continue to identify, address, and resolve underground contamination through the City Planning Division Site Plan Review and Environmental Impact Review processes and the Building and Safety Division Building Permit Issuance activity.

ff. Reserve the right to require an environmental audit for construction proposals, including, but not limited to, submittal of a site inspection report describing any contamination of land, soil, ground water, and/or structures and, if applicable, the steps to be taken to correct the problem prior to development.

gg. Support Federal, State, and County efforts to identify, monitor, and make recommendations on remediating subsurface pollution created by underground storage or septic tank leakage.

hh. Support the Los Angeles County Department of Public Works, Waste Management Division underground storage tank abatement program as a viable mechanism for remediating contaminated soils/properties.

ii. Require soil testing and/or other investigative actions to detect the presence of any underground septic tanks, where appropriate.

jj. Where septic tanks are found in conjunction with development activities, continue to require that the septic tanks be removed, correctly filled, or, if appropriate, reasonably tested for adequacy or circumvented by revision of the site plan.

kk. Consider reviewing all septic tank systems in Covina to determine whether any are located in areas subject to potential major flooding or geologic or other hazards, and consider establishing a mandatory time limit for conversion of such systems in these areas to sewers.

ll. Require all new development in Covina to be connected to public sewers.

mm. Encourage citizens and businesses to report the unauthorized dumping of toxic or other hazardous substances, when observed.

nn. Prosecute persons, companies, or entities involved in the unauthorized dumping of toxic or other hazardous substances into the ground, water, or storm drainage system, and consider to increase fines levied for illegal dumping.

oo. Support efforts of the Southern California Gas Company and the United States Department of Transportation, Office of Pipeline Safety to inspect and maintain major, high-pressure natural gas distribution lines that underlie Covina.

pp. Continue to best prevent hazards in relation to major, high-pressure natural gas distribution lines that underlie Covina by appropriately conducting various permit issuance processes, notably for public right-of-way work.

qq. Support and encourage parties digging and excavating anywhere in Covina to utilize the State-sponsored regional notification center (DigAlert) as a mechanism for informing the City and others about such activity and for avoiding accidents.

rr. If appropriate, consult with companies operating underground pipelines as well as the State Public Utilities Commission and Federal Office of Pipeline Safety to determine the likelihood of explosion or rupture in case of an accident or earthquake.

ss. Ensure that all disaster response entities have access to route, depth, and shut-off information about each underground high-pressure gas distribution line in Covina.

tt. Cooperate with all applicable laws and agencies concerning regional hazardous waste disposal efforts.

uu. To the greatest extent possible, when requested, assist State and County regulatory agencies in handling hazardous waste management planning and related matters by supplying these agencies with salient, available information on local hazardous waste generators.

vv. Thoroughly and appropriately analyze all issues associated with the potential siting of a hazardous waste management facility in Covina to further community health, safety, welfare, and integrity.

ww. Utilize the siting criteria described in this Element to evaluate the suitability and compatibility of potential hazardous waste management facilities with surrounding land uses and the environment.

xx. Ensure that any approved hazardous waste management facility conforms to all land use guidelines and locational provisions of the siting criteria of this Element.

yy. In reviewing any waste management facility proposal, supplement the applicable siting criteria with appropriate project-specific engineering, site design, aesthetic, operational, and other conditions to ensure protection of community health, safety, welfare, and integrity and to bolster suitability and compatibility with surrounding activities, viable accessibility thereto, and harmony with the environment.

zz. Ensure that any proposed hazardous waste management facility poses negligible threats to the health and safety of residents and sensitive populations of Covina by requiring a comprehensive risk assessment be performed prior to the establishment of any such facility located within 2,000 feet of property zoned for residential use or any public or private school (excluding trade school), child day care center, hospital, nursing home, and similar use, in addition to the meeting of the applicable siting criteria and all project conditions.

aaa. Recognize and act on the fact that the community may establish more stringent siting criteria than those specified by the State or in the Los Angeles County Hazardous Waste Management Plan (HWMP), as permitted under law.

bbb. Through regular updates of the Safety Element or other chapters of the General Plan, continue to identify those areas of Covina that might or might not meet the siting criteria.

ccc. Monitor any changes in the Los Angeles County Hazardous Waste Management Plan (HWMP), particularly the siting criteria and related matters, to ascertain in what ways the changes could impact Covina, and respond, accordingly.

ddd. Incorporate applicable portions of the Los Angeles County Hazardous Waste Management Plan (HWMP) into the Covina General Plan Safety Element, including sections on waste management facility definitions, public participation, emergency response, and waste minimization, and follow such portions on an as-needed basis to facilitate decisions involving proposed hazardous waste management facilities in Covina.

eee. Provide the public with maximum information or education on general hazardous waste management planning and maximum opportunities to review and comment on any future hazardous waste facility proposals to further community health, safety, welfare, and integrity.

fff. Support the efforts of all Federal, State, and Los Angeles County agencies involved in matters pertaining to the Los Angeles County Hazardous Waste Management Plan (HWMP) process.

ggg. Assist Los Angeles County in promoting public hazardous waste education programs developed under the Los Angeles County Hazardous Waste Management Plan (HWMP), to the greatest extent feasible.

hhh. Inform the Covina Chamber of Commerce, Downtown Merchants' Association, and other business organizations of applicable hazardous waste plans and salient issues and proper monitoring and disposal procedures and encourage them to share the plans/information with members, if appropriate.

iii. Ensure that any proposed hazardous waste management facility is consistent with the Covina General Plan and Zoning Ordinance and all other, applicable plans and ordinances.

jjj. Review the existing Zoning Ordinance and permitting procedures and make appropriate changes to address the development of a hazardous waste management facility.

kkk. Maintain sufficient personnel, equipment, facilities, and resources in the Fire and Police Departments to respond to at least initial calls pertaining to above- and below-ground as well as transport-related hazardous materials accidents.

lll. Maintain mutual aid agreements with surrounding jurisdictions to enable supplemental assistance for responding to small-scale hazardous materials incidents, when needed.

mmm. Maintain and periodically review procedures for dealing with all potential major above- and below-ground as well as transport-related hazardous materials accidents in the Covina Emergency Plan.

5. Policy Area 5

Emergency Preparedness and Related and General Matters

The City shall:

a. Follow an emergency preparedness strategy/program that emphasizes hazard mitigation, disaster response, self-sufficiency, and, when needed, inter-agency coordination.

b. Maintain and occasionally update the Covina Emergency (preparedness) Plan to allow the local government, residents, and businesses to handle a natural or man-made disaster in an efficient, hierarchical/organized, expedient, and safe manner and to restore normal conditions as quickly as possible.

c. Continue to apprise all Covina City employees of key provisions of the Covina Emergency Plan to facilitate public as well as private response and to best meet essential needs in a serious emergency.

d. Continue to support, follow, and train all Covina City employees in the Standardized Emergency Management System (SEMS), the chief inter-agency process/framework relating to emergency preparedness, management, and resolution, to best handle potential disasters, to most efficiently and effectively deal with other entities, and to be eligible for State financial assistance, if needed, following an emergency.

e. Monitor and appropriately incorporate into Covina's programs and procedures any changes in State-related emergency preparedness, management, and/or resolution matters, including, but not limited to, the Standardized Emergency Management System (SEMS).

f. Utilizing all appropriate City departments and appurtenant resources and personnel, conduct periodic emergency simulations or mock disaster drills to ensure the continuing effectiveness and practicality of the Covina Emergency Plan.

g. Locate and maintain facilities that are necessary for post-disaster emergency services and functions in areas and in buildings of low hazard risk, to the greatest extent possible, to minimize response-related problems in a major incident.

h. Establish the mitigation of earthquake hazards as a high priority for applicable City programs/strategies, both before and after an earthquake.

i. Develop programs, options, procedures, and funding sources to promote the rapid and effective reconstruction and recovery of effected portions of the City following an earthquake or other major disaster, as opportunities allow.

j. Sponsor and support community programs, such as Covinans Organized for Potential Emergencies (COPE), that train volunteers to assist City staff in disseminating information on emergency procedures and in performing effectively after an actual disaster.

k. Promote continuing public awareness concerning emergency preparedness matters by developing and distributing information to Covina residents, businesses, business organizations, schools, community groups, and other entities regarding potential hazards affecting the City, measures to protect life and property before and during a disaster, emergency procedures to follow after an incident, and general City disaster response obligations and activities.

l. In distributing information to Covina residents, businesses, schools, and other entities, encourage citizens and employers/facility operators to establish emergency disaster plans for their respective families or work sites/organizations.

m. Encourage the managers of child day care centers, schools, nursing homes, group homes, hospitals, and other facilities with persons particularly susceptible to death or injury in a major disaster to develop public safety awareness/education programs, with specific emphases on earthquakes and fires.

n. Provide training in first-aid and cardiopulmonary resuscitation (CPR) to citizens and workers in the community, and improve the level of first-aid and CPR skills for non-emergency employees.

COVINA POLICE

PICTURE 19. COVINA PUBLIC SAFETY COMPLEX, AT CITRUS AVENUE AND SAN BERNARDINO ROAD. THE PUBLIC SAFETY COMPLEX CONTAINS COVINA'S FIRE AND POLICE HEADQUARTERS AND SERVES AS A KEY ACTIVITY CENTER FOR RESPONDING TO DISASTERS AND EVERYDAY EMERGENCY REQUESTS, CONDUCTING FIRE PREVENTION ACTIVITIES, AND MANAGING EMERGENCY PREPAREDNESS PLANNING.

Lucky
Saveon

PICTURE 20. VIEW OF ARROW HIGHWAY, LOOKING WEST OF CITRUS AVENUE. LARGER STREETS SUCH AS ARROW ARE DESIGNATED AS EVACUATION ROUTES IN RELATION TO MAJOR EMERGENCIES.

PICTURE 21. MAIN DOORS TO FIRE STATION AT COVINA PUBLIC SAFETY COMPLEX, AT CITRUS AVENUE AND SAN BERNARDINO ROAD. THE GENERAL PLAN PROCESS STRONGLY SUPPORTS THE COMMUNITY'S FIRE PREVENTION AND SUPPRESSION FUNCTIONS.

FIRE ACCESS LANE
FIRE LANE NO PARKING

PICTURE 22. TYPICAL FIRE ACCESS LANE. AMONG ITS MANY DUTIES, FIRE PERSONNEL DESIGNATE AND ENFORCE FIRE LANES AND OTHER EMERGENCY ACCESS AREAS ON COMMERCIAL DEVELOPMENTS AND EACH AND EVERY USE TYPE.

o. Develop and follow through on an information release program upon adoption of the Safety Element to familiarize local residents, employers, institutional uses, service groups, and other entities with the Element.

p. Designate and maintain the San Bernardino Freeway and the major roads or primary arterial, secondary arterial, and collector streets (as defined in the Circulation Element) as Covina's evacuation routes in relation to major emergencies.

q. Continue to supply the Covina Fire Department with adequate personnel, equipment, resources, and facilities to perform its many duties, including responding to disasters, emergencies, and everyday public safety-related service requests, managing emergency preparedness planning, and conducting fire prevention activities, such that all Covina residents, workers, and others are afforded the highest quality, most efficient fire protection and paramedical service.

r. Constantly monitor and evaluate operations and procedures relative to fire protection and paramedical service to identify where improvements can be made.

s. Maintain a sufficient ratio of sworn fire personnel to each 1,000 population and keep adequate civilian employees to support sworn staff.

t. Ensure continuing adequate fire and paramedical response times for all Covina properties.

u. Continue to encourage and support City weed abatement and brush clearance programs, particularly in the Covina Hills area, to reduce the potential for fire hazards.

v. Support efforts at the State and County levels to restore the integrity of the trauma care network.

w. Continue to supply the Covina Police Department with adequate personnel, equipment, resources, and facilities to perform its many duties, including responding to disasters, emergencies, and everyday public safety-related service requests, managing the City's emergency communications systems, and conducting crime prevention programs, such that all Covina residents, workers, and others are afforded the highest quality, most efficient law enforcement.

x. Constantly monitor and evaluate operations and procedures relative to law enforcement to identify where improvements can be made.

y. Maintain a sufficient ratio of sworn police officers for each 1,000 population and keep adequate civilian employees to support sworn staff.

z. Ensure continuing adequate police response times for all Covina properties.

aa. Attempt to reduce crime to persons and property by alleviating the underlying causes of and opportunities for offenses through physical design, City programs, and community development and neighborhood preservation activities.

bb. Maintain and, where feasible, expand viable crime prevention and control programs, including Neighborhood Watch, Citizens' Volunteers Patrol, and Drug Abuse Resistance Education (DARE).

cc. Seek citizen involvement in the evaluation and expansion of existing and development of new crime prevention and control programs.

dd. Where appropriate, apply standards for defensible space in reviewing new and expanded developments to best promote personal security. (Defensible space refers to planning and design techniques that can be used to discourage crime. The concept was developed by Oscar Newman in his book "Defensible Space: Crime Prevention Through Urban Design.")

ee. Ensure that the quality and scope of future fire, paramedical, and police protective resources and services keep pace with projected moderate growth and redevelopment and community revitalization activities.

ff. Require that new, expanded, or altered potentially problematic or public safety-threatening developments, uses, and businesses mitigate any impacts on services that may result from the proposals through measures acceptable to the City.

gg. Maintain fire-, paramedical-, and law enforcement-related mutual aid agreements with surrounding communities and with Los Angeles County to provide supplemental emergency service assistance, if necessary.

hh. Continue to contract with surrounding communities and with Los Angeles County to provide day-to-day emergency service support in various areas, including the provision of large-scale fire vehicles, the arrangement of long-term booking facilities, responding to hazardous materials accidents and administering State-required programs thereof, and handling animal control matters.

ii. Support law enforcement efforts of the California Highway Patrol (CHP) on Azusa Avenue (a State Highway).

jj. Maintain adequate water pressure flow capacity at all times and in all areas of Covina as well as ample, strategically placed fire hydrants to allow for proper firefighting capabilities.

kk. Monitor water pressures and flow capacities to ensure continuing adequacy and, if necessary, enhance the water distribution system.

ll. Inspect all fire hydrants for operational readiness on at least an annual basis and, where necessary, perform repairs or replacements.

mm. Maintain adequate minimum road width and other appropriate public and private street design standards, as described in the Circulation Element and Subdivision Ordinance, to ensure that hazardous incidents and emergencies can be quickly and safety accessed by emergency vehicles.

nn. Maintain adequate site design standards for public and private driveways, parking aisles, vertical clearance, vehicular turn-around, driveway approaches, the number and locations of site access points, emergency parking and unloading, building setback, clearances around structures, and other elements, in accordance with the Zoning Ordinance, Uniform Building Code, and Uniform Fire Code, to ensure that hazardous incidents and emergencies can be quickly and safely accessed by emergency vehicles and personnel. The City will attempt to ensure that developments or uses of which the State has permitting authority over, including public schools, hospitals, and mobile home parks, meet these standards and provisions to the greatest extent possible.

oo. Study and evaluate all public and private street and accessibility and clearance standards of the Circulation Element, Subdivision Ordinance, Zoning Ordinance, Uniform Building Code, and Uniform Fire Code to ensure that they continue to fulfill their emergency response and other functions and, where necessary, revise the provisions.

pp. Continue to maintain a coordinated, cooperative, and inter-departmental approach in reviewing new or expanded/altered public and private developments and uses and temporary activities through administering the Covina Site Plan Review and Building Permit Issuance processes to facilitate implementation of all City public safety-related codes and standards or to ensure that City Fire, Police, Building and Safety, Planning, and other officials can best comment on all aspects of the proposals involving public safety, including, but not limited to, building and roofing materials; fire sprinklers (if required); alarms and related features; emergency vehicle accessibility/circulation with respect to streets, driveways, parking aisles, clearances around structures, and/or driveway approaches; emergency vehicle parking and unloading; response times; water pressure;

defensible space; traffic; lighting; impacts on surrounding areas; and overall structural adequacy as well as the impacts of the projects on existing services/resources. These reviews shall take place at the earliest possible point to permit changes in the proposal, if necessary.

qq. Ensure that the Covina Fire Department continues to enforce all codes and standards concerning actual or potential obstruction of approaches needed for emergency vehicle accessibility.

rr. Endeavor to monitor future hazard- and safety-related conditions, discoveries, and local policy changes and, when necessary, make appropriate General Plan amendments.

ss. Balance the City's obligation to preserve, protect, and maintain public safety with Covina's need to accommodate moderate growth and to continue with ongoing communitywide economic development, commercial revitalization, public improvement enhancement, residential construction, neighborhood preservation, code enforcement, and housing activities/programs.

tt. Best implement the Safety Element through the Zoning Ordinance and Design Guidelines, Capital Improvement Program, Subdivision Ordinance, Building and Safety and Fire provisions, Neighborhood Preservation Program, general Code Enforcement, Emergency Plan, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other matters.

uu. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alterations or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential general safety and public safety impacts.

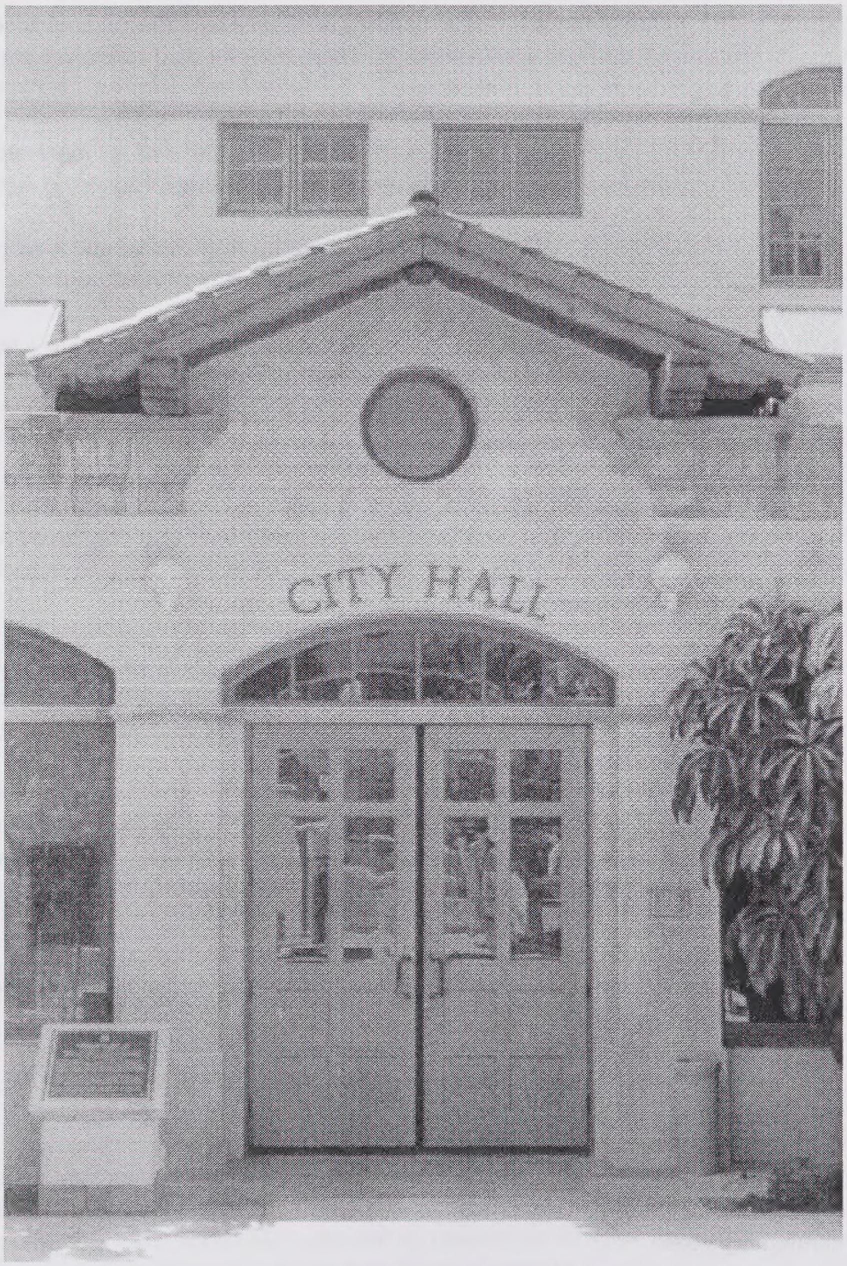
vv. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and general safety, public safety, land use, circulation, and other plan components.

ww. Maintain a coordinated, cooperative, and inter-departmental approach in handling various general safety- and public safety-related issues and problems.

xx. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.

yy. Implement the Safety Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, and applicable City and Redevelopment Agency plans and community goals.

zz. Maintain departments/divisions to carry out the Safety Element's various general safety- and public safety-related responsibilities and obligations.



PICTURE 23. REAR ENTRANCE TO COVINA CITY HALL IN DOWNTOWN AREA. THE CITY HALL IS LOCATED TWO SHORT BLOCKS FROM THE PUBLIC SAFETY COMPLEX AND WILL CONTINUE TO SERVE AS THE ADMINISTRATIVE FOUNDATION FOR MOST PUBLIC SAFETY-RELATED ACTIVITIES.

IX. PROGRAMS/IMPLEMENTION MEASURES

Under State law, this Safety Element must contain programs/implementation measures. Programs supplement the goal and policies and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that the Element's goal and policies will reach fruition. For clarification on the goal and policies and how they have shaped the development of this section, refer to Chapter VIII.

The Covina Safety Element programs/implementation measures are listed below. Some of the programs/measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/measures are divided into six below-listed subject areas. The categorization generally follows that of the policies. Within each topical area, the programs are listed in no particular order. The six subject areas are:

A. Potential Seismic and Geologic Hazards

B. Potential Flooding Hazards

C. Potential Fire Hazards

D. Hazardous Materials

E. Emergency Preparedness and Related Matters

F. Inter-Topic General Matters

A. Potential Seismic and Geologic Hazards

1. Uniform Building and Other Official Codes

The City administers and enforces various construction and grading provisions, standards, and practices of the Uniform Building Code (UBC) and other official, City-adopted Codes to ensure the structural adequacy of buildings and the safety of persons against the adverse impacts of seismically induced ground shaking or ground failure, such as landslides. Duties pertaining to these provisions and standards constitute one of the most important functions of the community. Covina will continue to implement and review and, where necessary, modify these Codes to better protect the City. And for developments or uses of which the State has permitting authority over (e.g., public schools, hospitals, and mobile home parks), the City will strive to ensure that the applicable codes and standards are appropriately followed through.

2. Soils, Geologic, and/or Structural Studies/Evaluations

Project-specific soils, geologic, and/or structural studies/evaluations, when required, provide useful, supplemental information to City officials in verifying the structural adequacy of new and expanded or improved buildings. The City will continue to call for these studies/evaluations in project review.

3. Seismic Retrofitting Efforts/Activities

The City encourages seismic retrofitting of older, unreinforced masonry and similar buildings on a voluntary basis in conjunction with ongoing commercial revitalization and general building renovation. Most of these buildings pervade in the older downtown area. The community will continue with this activity, which abates potentially hazardous structures.

4. Seismic Retrofitting of Puddingstone Dam

As detailed in this Element, the unimproved section of Walnut Creek in Covina Hills experiences some seasonal flooding primarily because of Los Angeles County Flood Control District storm water management/release practices at the upstream Puddingstone Reservoir and Dam complex, which is within Bonelli Regional Park. One reason for the storm water release strategy is to comply with State restrictions regarding uncertainties of the seismic stability of the 1920s-era Dam. In light of the disturbances imposed on the community by this flooding and the catastrophic impacts that could result if Puddingstone Dam should fail, the City will request that the County Flood Control District commit and secure funding to seismically reinforce the Dam.

5. Monitoring of Dormant/Potentially Active Faults

There are two potentially active or dormant faults that pass through Covina, Indian Hill and Walnut Creek, which could theoretically pose threats for the community. The City will monitor the faults for movement and, if any activity is detected, will closely investigate the fault(s), following appropriate methodology, and adopt reasonable development policies and standards.

6. Investigations of General Seismic Conditions

Because Covina lies in a region that has experienced much earthquake activity, it is appropriate for the City to continually investigate, to the greatest extent possible, seismic conditions and matters in southern California. Any discoveries with public safety implications for Covina will be appropriately handled from a building construction standpoint.

7. Investigation of Local Geologic and Soil Conditions

Certain sections of the Covina Hills area have the potential for major landslides or mudslides. Therefore, the City will continue to follow various applicable construction and grading standards and practices to ensure structural integrity and ground stability and will investigate further the geology and soil conditions in Covina Hills. If there are significant detections that relate to public safety, then the City will conduct appropriate actions concerning development, such as revising policies, standards, and practices.

8. Monitoring for Potential Liquefaction, Settlement, or Subsidence

Liquefaction, settlement, and subsidence are different types of ground failure-related phenomena, they occurring as a result of particular soil materials either existing alone over time or interacting with ground shaking or ground water withdrawal. These problems have not been detected in Covina because of various factors, such as favorable soil and ground water conditions and adherence to appropriate development standards. However, City staff will monitor the community for any incidents of liquefaction, settlement, or subsidence and, if identified, will closely investigate the hazard and require special studies and measures to accommodate construction.

9. Replanting Efforts in Hillside Areas

Landslides, which could potentially occur in portions of Covina Hills, are sometimes brought on by the saturation of bare, post-fire hillsides during heavy rains. To prevent potential problems, following a major fire in this district, the City will continue with existing efforts to replant the hillsides in a reasonable fashion with appropriate materials.

10. Promotion of Earthquake Preparedness

Earthquake preparedness planning is an important process in seismically active regions, such as southern California, for saving human lives and protecting property during and after a ground shaking incident. The City will continue to promote this process through the Covina Emergency Plan and through active involvement with various quake awareness measures, including the distribution of brochure materials and working with local groups.

B. Potential Flooding Hazards

1. Maintenance of Flood Control Infrastructure

Covina is served by an extensive storm drainage system that is operated and maintained by the Los Angeles County Flood Control District. The City will continue to support County efforts to sustain this infrastructure. Covina's drainage needs constitute an important matter that cannot be overlooked.

2. Improvement of Flood Control Infrastructure

Despite the general overall adequacy of Covina's storm drainage network in areas other than around the unimproved section of Walnut Creek, minor flooding and ponding has occurred at a few older locations because of outmoded or insufficient infrastructure. The community will continue to work with Los Angeles County on public works projects that will resolve these deficiencies and that will accommodate future moderate growth.

3. Imposition of Flood Control System-Related Conditions

In the development review process for generally major applications, the City imposes flood control system-related conditions to prevent or ensure the mitigation of any flood hazards or problems. The City will therefore continue to require appropriate, applicable measures in conjunction with new and significantly expanded proposals.

4. Permanent Resolution of Walnut Creek Flooding and Erosion Problems

The unimproved section of Walnut Creek in the Covina Hills area experiences some flooding during the winter months primarily because of Los Angeles County Flood Control District storm water management/ release practices at the upstream Puddingstone Reservoir and Dam complex. These practices have occurred as a result of both the seismic instability of the Dam (which has created a maximun water storage capacity) and County desires to expand recreational and commercial activities (which has led to a minimum water level). The flooding has also caused erosion problems. The City of Covina believes that it is in the best interests of area residents and property owners and all levels of government to reach a permanent solution to Walnut Creek flooding and erosion by whatever means are deemed appropriate, including developing a program and funding mechanism to seismically reinforce Puddingstone Dam or by having the County lower the Puddingstone Reservoir water level during the winter months.

5. Addressing of Short-Term Effects of Walnut Creek Flooding and Erosion

Until there is a permanent solution to the Walnut Creek flooding and erosion problems, it is appropriate for the City to continually follow various reasonable short-term or day-to-day measures. Such measures encompass prohibiting habitable structures within or near the Creek, administering reasonable development standards and provisions for abutting properties, including those clarified under the Zoning Ordinance and Design Guidelines, communicating with Los Angeles County Flood Control District officials on water release matters to best respond to public questions and concerns, and conducting emergency preparedness activities.

6. Addressing of Long-Term Effects of Walnut Creek Flooding and Erosion

In addition to following various short-term items pertaining to flooding and erosion of Walnut Creek (as stated in No. 5 above), the City will study and monitor the long-term or cumulative effects thereof. This activity is needed to best prevent or minimize property damage, human danger, and soil erosion and concomitant threats to wildlife in and adjacent to the Creek.

7. Uniform Building Code Provisions

The City administers various construction, earth work, grading, and general drainage standards and practices/ provisions of the Uniform Building Code (UBC) to ensure, among other things, the structural adequacy of buildings, the minimization of erosion along the banks of the unimproved section of Walnut Creek and elsewhere, and the control of storm water to off-site facilities. To best protect public health and safety, the City will continue to follow and, where necessary, modify applicable sections of the UBC. For developments or uses of which the State has permitting authority over (e.g., public schools, hospitals, and mobile home parks), the City will strive to ensure that applicable codes, standards, and/or provisions are appropriately followed through.

8. Zoning Ordinance and Design Guidelines Provisions

The Covina Zoning Ordinance and Design Guidelines constitute the primary General Plan implementation mechanisms of the City Planning Division. Concerning the area in question, the City will continue to implement the various standards and provisions of these documents pertaining to site planning, grading, erosion minimization, site runoff, and landscaping. Particular attention will be devoted to the unimproved section of Walnut Creek in Covina Hills and other sensitive areas. Where appropriate, changes to the Zoning Ordinance and Design Guidelines will be performed to better serve the community. For developments or uses of which the State has permitting authority over (e.g., public schools, hospitals, and mobile home parks), the City will strive to ensure that applicable codes, standards, and/or provisions are appropriately followed through.

C. Potential Fire Hazards

1. Uniform Building and Fire Codes

Fire prevention is of great importance to the City of Covina. Therefore, the Covina Building and Safety Division and Fire Department follow and enforce various requirements and standards from, respectively, the Uniform Building Code (UBC) and Uniform Fire Code (UFC) for new construction and for substantial additions to existing structures to ensure the safety of persons against the adverse impacts of both urban and wild land fire hazards. The City will further review and, where necessary, change these provisions, which include fire-resistant materials and fire sprinkler systems, to better protect Covina residents, property owners, workers, and others.

2. Zoning Ordinance and Design Guidelines Requirements

The City Planning Division maintains certain fire-inhibiting provisions for new and substantially modified development proposals that supplement the Uniform Building Code (UBC) and Uniform Fire Code (UFC). These requirements of the Zoning Ordinance and Design Guidelines consist of building use and design, landscaping, and related provisions. When appropriate or required by law, the community will revise the documents to better serve Covina.

3. Fire Department Inspection and Monitoring Programs

The Covina Fire Department inspects and monitors buildings of all uses and types to ensure adherence to various department codes and standards. The Department will carry on with these activities, particularly relating to establishments using and/or storing hazardous materials.

4. Weed Abatement Efforts

An abundance of overgrown, combustible weeds and plant materials can make Covina Hills and other areas susceptible to wild land fires. Therefore, the Covina Fire Department has managed a weed abatement program that involves trimming and clearing such materials from public and private properties. Covina will continue with this effort, which, along with general Fire inspection and monitoring activities, suppresses potential fire hazards.

5. Building and Safety Inspections

The Covina Building and Safety Division conducts various inspections in the course of its day-to-day activities, many of which directly or indirectly relate to fire suppression. These inspections are performed during general building construction or alteration, business license issuance, and general Code Enforcement activities, and the inspection process is often coordinated with the Fire Department. The City regards and will continue this program as an essential pubic safety measure.

6. Neighborhood Preservation Program

Building and Safety Division personnel manage and coordinate the Neighborhood Preservation Program (NPP), an in-depth code enforcement activity that focuses on particular deteriorating areas. In the NPP process, Building and Safety, functioning with other departments, such as Fire, works with property owners, residents, and merchants in these neighborhoods or target areas to abate violations and to prevent potential problems from arising. And fire prevention as well as ensuring structural stability constitute important aspects of this process. The City will continue to administer the NPP as a viable tool for maintaining public safety in certain areas.

7. Water Infrastructure and Availability

In the plan review process, various City departments/divisions review proposals to ensure the inclusion of water or firefighting infrastructure, such as hydrants, and the adequacy of water pressure. The City will continue checking for these items.

8. Fire Prevention/Education Activities

The Covina Fire Department as well as the Building and Safety Division utilize various fire prevention/ education methods that bolster public awareness of the issue and that basically complement inspection, monitoring, code enforcement, and other areas. These activities are believed to be quite beneficial to the community and therefore are to be maintained.

D. Hazardous Materials

1. Fire Department Inspection and Monitoring Programs

As described in this Element, the City of Covina has several industrial and commercial businesses and institutional operations that use, generate, store, and must dispose of hazardous materials. The Covina Fire Department, among its many duties, inspects, monitors, and maintains records on these entities to reduce fire dangers, to best respond to emergencies, and to assist the Los Angeles County Fire Department, with which the City contracts concerning hazardous materials oversight. Because of the disastrous impacts that a hazardous materials accident can have on the community, it is important for the City to continue with this activity.

2. Building and Safety Inspections

The Covina Building and Safety Division conducts various structural-, occupancy-, business license-, and code enforcement-related inspections. Many of these activities involve identifying the use and storage of hazardous materials, directing applicable handlers to the City or County Fire Department and other appropriate regulatory entities, and advising operators as to particular code requirements. Building and Safety, which works closely with Fire in this area, will carry on with all current efforts.

3. Contractual Agreement With Los Angeles County

The City contracts with the Los Angeles County Fire Department, Hazardous Materials Division to administer various State-required monitoring activities and permitting processes regarding the utilization, storage, and transportation of hazardous materials as well as to respond to major above- and below-ground and transport-related hazardous materials accidents. To best protect public health and safety, the City will maintain this agreement.

4. Business Assistance Efforts

Covina administration strives to work with and maintain a harmonious relationship with the business community and various institutional uses. One facet of this effort involves disseminating to businesses and institutional operators that handle and/or generate hazardous materials or wastes general information on applicable regulations and provisions and the need to comply therewith. This activity is particularly important with respect to the Los Angeles County Hazardous Waste Management Plan (see Programs 17 and 18 below). Furthermore, if determined to be necessary, the City will supplement these efforts by informing the Chamber of Commerce, Downtown Merchants' Association, and other business organizations in the City about the subject matters and encourage the organizations to share the information with members. Business assistance efforts, which are handled by various City departments/divisions, additionally help staff to augment and clarify code enforcement situations, if necessary, and therefore serve as an all-around important tool.

5. National Pollutant Discharge Elimination System (NPDES)

Under the Federal NPDES program, which aims to prohibit polluted substances and all non-storm water discharges into the public storm drainage system, the City, working with Los Angeles County, manages local storm water/urban runoff management activities. Covina will continue implementing its NPDES proposal to comply with the Clean Water Act and other applicable laws and to prevent unwanted storm water contamination through such discharges. As indicated in this Element, the NPDES program thus addresses hazardous or environmentally injurious materials as well as grading and construction activities, certain business operations, excessive erosion, sediment build-up, and insufficient impermeable surfaces or excessive water runoff.

6. Los Angeles County Department of Public Works Household Hazardous Waste Roundups

As mentioned in this Element, many common household items, such as cleaning solutions and used motor oil, are comprised of hazardous materials and therefore warrant proper disposal. Under the quarterly Los Angeles County Department of Public Works Household Hazardous Waste Roundup program, City and County residents may bring various waste materials to a large collection facility for proper disposal. The City will continue to back this viable program.

7. General Plan and Zoning Use Standards

A key function of a general plan and accompanying, implementing zoning ordinance is to designate the appropriate distribution of land uses around a community, which is particularly relevant when considering hazardous materials. Therefore, in carrying out its land use duties, the City will attempt to place new or accommodate expanded facilities involved in the production, storage, transportation, and/or handling of hazardous materials sufficiently away from residential and other sensitive activities, as described in the body of this Element and the related policies. And in terms of the types of "potentially hazardous" uses themselves to be permitted, the City will encourage relatively low intensity/low risk industrial and commercial uses, as opposed to high intensity/high risk activities, based on reasonable development standards.

8. Hazardous Materials Transport

Covina is susceptible to hazardous materials accidents from the transport of hazardous substances through and near the community. To prevent potential disasters from occurring, the City will attempt to ensure that vehicles carrying large quantities of dangerous materials travel on officially-designated truck routes and that applicable laws of all levels of government are enforced.

9. Los Angeles County Underground Storage Tank Abatement Program

The Los Angeles County Department of Public Works, Waste Management Division conducts an underground storage tank program that monitors tank safety and, where leakage has occurred, as is the case with several properties in Covina, calls for remediation. Covina will continue to work with and support the County in administering this program to best prevent or abate underground contamination. The City will also cooperate with other levels of government involved in this area as well as in handling generalized ground water pollution created by both storage and septic tank leakage.

10. Environmental Audits

At its discretion, the City often requires various types of environmental audits pertaining to possible contamination of underground resources and structures. The community will continue with this process, which includes, if applicable, corrective measures. Covina aims to resolve these issues prior to construction.

11. Septic Tank Management

Some older properties in Covina still have underground septic tanks and related facilities, which, if not monitored/maintained, are prone to rupture or leakage and concomitant soil or ground water contamination. Therefore, where appropriate, the City requires soil testing and/or other investigative actions in the development process to detect the presence of any such facilities. And to prevent potential problems, where active septic tanks are discovered, the City calls for their testing or circumvention by site plan revision. Dormant septic tanks must be removed or correctly filled. These practices are to continue.

12. Handling of Unauthorized Dumping

The illegal dumping of toxic or other hazardous substances into the ground, water, or storm drainage system can constitute a major cause for subsurface contamination. Therefore, the City will appropriately handle persons or entities involved in this activity and, through proper channels, encourage citizens and businesses to report such dumping.

13. DigAlert Program

There are several major, high-pressure natural gas distribution lines that underlie Covina. To prevent accidents associated with digging activities, the City and local utility companies participate in and continue to support DigAlert, a regional notification center pertaining to this topic. Under State law, persons or entities digging or excavating anywhere in Covina are required to call the DigAlert center in advance, which, in turn, informs the City and any utility company or other organization that owns/controls underground lines in the vicinity about the upcoming work.

14. Maintenance of Sewers and Other Infrastructure

Covina is served by an extensive sewage disposal system that is operated and maintained by the City, Los Angeles County, and, on a contract basis, other communities. To prevent accidents or underground hazards, the City and all other applicable entities will continue to inspect and sustain this infrastructure as well as the major, high-pressure natural gas distribution lines that underlie Covina. It is noted that the gas lines typically fall under the purview of the Southern California Gas Company and the U. S. Department of Transportation, Office of Pipeline Safety.

15. Improvement of Sewers and Other Infrastructure

The community has cooperated with and will continue to support or work with Los Angeles County and/or additional entities to improve the sewage disposal and other systems, where appropriate. Such actions would resolve existing, minor deficiencies and facilitate growth.

16. Imposition of Sewage Disposal System–Related Conditions

In the development review process for particular major applications, the City imposes conditions pertaining to sewage disposal, such as requiring projects to be connected to the public sewers and to conform to current public works standards, to prevent potential underground contamination that is often associated with septic tanks. The City will therefore continue to require appropriate, applicable measures in conjunction with new and significantly expanded proposals.

17. Obligations Regarding the Los Angeles County Hazardous Waste Management Plan

Under the Los Angeles County Hazardous Waste Management Plan, of which Covina has to incorporate applicable portions thereof into the General Plan Safety Element, local governments must participate in the regional hazardous waste management process by following various measures and procedures, particularly relating to siting waste-related facilities. The intent of this effort is to address countywide waste disposal problems. Through adoption and implementation of this Element, the City has committed to follow the applicable portions of the Plan, including sections on waste management facility definitions, public participation, emergency response, and waste minimization, on an as-needed basis. In addition, the City will continue to assist the County as well as the State and Federal governments in handling general hazardous waste management planning and related matters, such as by maintaining and furnishing salient, available information on local hazardous waste generators.

18. Hazardous Waste Management Facility Siting

A key component of the Los Angeles County Hazardous Waste Management Plan requires cities to accept various types of hazardous waste management facilities and, accordingly, to list and detail the general geographical areas particularly suitable for hazardous waste facilities and the siting criteria to be used to evaluate the suitability and compatibility of such facilities with surrounding land uses and the immediate environment. Therefore, the City of Covina will carry out the geographical guidelines and siting criteria described in the body of this Element and the related policies, such as those calling for thorough analyses of all applicable issues associated with a proposal, supplementing the criteria with appropriate project-specific conditions, requiring comprehensive risk assessments, and providing for extensive public education and review and comment opportunities. In the aggregate, this effort is essential to further community health, safety, welfare, and integrity.

E. Emergency Preparedness and Related Matters

1. Covina Emergency (Preparedness) Plan

The Covina Emergency Plan serves as the City's chief guidebook for emergency preparedness planning and for comprehensively managing any type of major emergency, such as an earthquake, a flood, or a fire. The City will maintain and, as necessary or required by law, update the Plan to best serve the community, will continue to apprise and train City employees of key Plan provisions, and will promote public awareness of the document to best serve the community.

2. Standardized Emergency Management System (SEMS)

The Standardized Emergency Management System (SEMS) is the chief inter-agency process/framework relating to emergency preparedness, management, and resolution and thus augments the Covina Emergency Plan. The City of Covina places a high priority on supporting and training all municipal employees in the SEMS to best handle potential disasters and to most efficiently deal with other entities following an emergency. This emphasis will carry on.

3. Informational Community Programs

The City will continue to support and sponsor local programs, such as Covinan's Organized for Potential Emergencies (COPE), that train volunteers to assist City staff in disseminating information on emergency procedures, particularly relating to potential earthquakes, and in promoting public awareness of the Covina Emergency Plan. These efforts are essential to successfully manage emergency preparedness planning.

4. Reconstructive Measures

Because of the substantial upset to the community that an earthquake or other major disaster could cause, it is necessary for City officials to look beyond emergency preparedness planning. Specifically, the City should develop programs and procedures, inclusive of funding sources, to promote the reconstruction and recovery of affected portions of the City following a hazardous incident.

5. Evacuation Routes

The Safety Element must establish evacuation routes in relation to major emergencies, which constitute another component of emergency preparedness planning. Covina has designated the San Bernardino Freeway and the major roads or Circulation Element-defined primary arterial, secondary arterial, and collector streets for this purpose. The City will maintain these routes.

6. Fire Protection and Paramedical Services

Fire and paramedical services in Covina are provided by the Covina Fire Department, which also provides general regulation of and monitoring of the handlers of hazardous materials and performs related duties. The Department further manages Covina's Emergency Plan functions and conducts various fire prevention efforts, including weed abatement, brush clearance, and general Code Enforcement. Covina will strive to maintain sufficient Fire personnel, equipment, suppression resources, and facilities as well as mutual aid agreements with surrounding jurisdictions to best respond to disasters, emergencies, and everyday public safety-related service requests, to administer its various programs, and to fulfill its many various obligations.

7. Contractual Agreement With Los Angeles County

The City contracts with the Los Angeles County Fire Department, Hazardous Materials Division to administer various State-required monitoring activities and permitting processes regarding the utilization, storage, and transportation of hazardous materials as well as to respond to major above- and below-ground and transport-related hazardous materials accidents. To best protect public health and safety, the City will maintain and, if appropriate, modify this agreement.

8. Maintaining Water Pressure Flow

Adequate water pressure flow in a community is essential for ensuring sufficient firefighting capabilities. The community will maintain sufficient water pressure and flow capacities citywide, monitor conditions, and, where necessary, enhance the water distribution system.

9. Law Enforcement Service

The Covina Police Department provides law enforcement for the community, which ranges from responding to disasters and emergencies to everyday public safety-related service requests. In addition, the Department manages the City's emergency communications systems and conducts various viable crime prevention and control programs, such as Neighborhood Watch, Citizens' Volunteer Patrol, and Drug Abuse Resistance Education (DARE). The City will strive to maintain sufficient police-related personnel, equipment, resources, facilities, and mutual aid agreements with surrounding jurisdictions to fulfill its many, varied duties. Where necessary, operational and/or procedural improvements will be made.

10. Contractual Agreements with Los Angeles County

The City contracts with Los Angeles County's Sheriff's Department and Animal Care and Control Department to provide, respectively, long-term booking facilities and animal control administration. To best protect public health and safety, the City will maintain and, if appropriate, modify these agreements.

11. Building and Safety Division Service

In conducting its various structural-, occupancy-, business license-, and code enforcement-related inspections, Building and Safety Division staff frequently work with and assist Fire and Police personnel in exercising their duties. Furthermore, the Building and Safety Division plays a key role in carrying out the Covina Emergency Plan. Therefore, it is essential for the City to strive to maintain sufficient applicable personnel, equipment, and resources to fulfill the above tasks, and, where appropriate, perform operational and/or procedural improvements.

12. Public and Private Street Design Standards

Through implementation of the Covina Subdivision Ordinance, Zoning Ordinance, and Design Guidelines, the City applies various public and private street design standards to facilitate general circulation and to ensure that hazardous incidents and emergencies can be quickly and safely accessed by emergency vehicles. The City will maintain and enforce these provisions, the foundations of which are established in the Circulation Element, and, to ensure continued viability thereof, will revise the standards to best serve Covina.

13. Site Design Standards

Under the Zoning Ordinance, Design Guidelines, Uniform Building Code, Uniform Fire Code, and applicable portions of this General Plan, the City applies many essential site design standards for public and private driveways, parking aisles, vertical clearances, vehicular turnarounds, driveway approaches, the number and locations of site access points, emergency parking and unloading, building setbacks, clearances around structures, and other elements. Covina will maintain and, through Fire, Building and Safety, Planning, and/or Police Department/Division efforts, enforce these provisions to ensure that they continue to fulfill their emergency response, public safety, and other functions. Where appropriate for health, safety, functionality, and/or aesthetic enhancement purposes, the site design standards will be amended. In addition, as indicated previously, the City will attempt to ensure that developments or uses of which the State has permitting authority over, including public schools, hospitals, and mobile home parks, meet these standards and provisions to the greatest extent possible.

F. Inter-Topic General Matters

1. Zoning Ordinance Revision to Achieve General Plan Consistency

As required by State planning law, the Zoning text and Map will be revised to conform to the new General Plan land use distribution, policy orientation, program framework, building intensity provisions and limits, and development standards to streamline and clarify key portions of the document and to incorporate applicable new State requirements, such as pertaining to hazardous waste management facilities.

2. Consistency Between General Plan and Other Plans/Documents

City departments and the Redevelopment Agency administer various plans and measures that directly or indirectly relate to safety issues. Where necessary, the Planning Division will ensure consistency between the revised Safety Element and these other germane plans/documents, which include, but are not limited to, the Redevelopment Project Area Plans, the Emergency Plan, the Park System Master Plan, the Subdivision Ordinance, and the Capital Improvement Program, to the greatest extent possible.

3. Site Plan Review Process

This part of the Zoning Ordinance constitutes the process by which private development applications and certain public proposals are reviewed and analyzed and, thus, by which General Plan, Zoning, Design Guidelines, and related provisions pertaining to site planning, land use impacts, grading, site runoff, erosion minimization, and landscaping are applied. Site Plan Review also serves as a mechanism for determining General Plan/Zoning consistency and for routing projects to other City departments/divisions for study and comment on such issues as structural adequacy, soils stability, infrastructure accommodation, fire suppression, and emergency service capabilities. When reviewing applications, the City Planning Division may impose reasonable conditions to ensure conformance with respect to the General Plan, Zoning Ordinance, Design Guidelines, and other documents. This process shall continue.

4. Environmental Impact Review Process

The California Environmental Quality Act (CEQA) requires, among other things, examination of environmental, biological, physical, land use, and safety impacts as well as service provision when reviewing generally major use or development applications, hazardous waste management facilities, general plan amendments, zone changes, and/or related matters. The analysis occurs during the Site Plan Review process. For applicable projects, typical areas of concern pertain to site geology and grading, proximity to any active earthquake fault(s), potential erosion, storm water runoff and/or flooding, underground contamination, public safety, species degradation, vehicular traffic, noise, and/or land use compatibility. The City will continue to follow all applicable CEQA provisions in its planning activities to ensure fruition of the safety-related goal and the furthering of applicable policies. Thus, in some cases, projects will have to be changed or mitigated.

5. Plan Check Process

Under this process, which is administered by the Building and Safety Division and the Fire Department and typically proceeds a Site Plan Review, various provisions and practices of the Uniform Building Code (UBC) and related Codes and the Uniform Fire Code (UFC) are applied to development proposals. These matters pertain to a range of areas, such as building construction; seismic adequacy and retrofitting; electrical, plumbing, and related systems; grading; soils/geologic stability; on-site drainage; erosion control; handicapped accessibility; septic tank management or abatement; underground contamination identification and resolution; emergency accessibility; and fire detection and suppression systems. Concerning many of the areas that fall within their purviews, Building and/or Fire often require supplemental project-specific studies/evaluations to verify particular conditions and/or to ensure code compliance. Covina will continue with all Plan Check activities.

6. Engineering Review Processes

During Site Plan Review, as the Planning Division addresses its many standards, guidelines, and policies, the Engineering Division of the Public Works Department checks projects with respect to impacts on public infrastructure, including streets; flood control systems; water distribution apparatuses; sewage disposal networks; street lights; and fire hydrants. Many of these provisions emanate from the Covina Subdivision Ordinance and related sections of the Covina Municipal Code. Where necessary, Engineering imposes and passes on to Planning reasonable conditions to ensure conformance with all applicable public works standards and to protect public health and safety. The Division also manages various permitting activities relating to actual infrastructure construction/improvement, both in conjunction with site-specific developments and major public-sponsored enhancement efforts. These public-involved activities are generally referred to as Capital Improvement Projects, are undertaken to resolve remaining minor deficiencies or identified problems, and are often done in conjunction with Los Angeles County. Furthermore, the Division requests permits for all infrastructure maintenance and right-of-way digging and excavating work, such as water or sewer line repair, to prevent hazards pertaining to the possible damage of high-pressure natural gas distribution lines that underlie Covina. The City will carry on with this area.

7. Inspection and Monitoring Activities

The Covina Building and Safety Division and the Fire Department further conduct various inspection and monitoring activities that relate to structural adequacy, occupancy, hazardous materials, and fire detection and suppression and that are thus essential in maintaining community health and safety. Therefore, these activities will continue. Building and Safety inspections take place during building construction or alteration, building system modification (e.g., upgrades to an electrical system), business license issuance, code enforcement, and other matters. The Fire Department, moreover, inspects properties of all types and uses to ensure adherence to various Department codes and standards, including emergency accessibility, fire detection and suppression, hazardous materials, and weed or brush growth. Regarding hazardous materials, the Department further monitors and maintains records on hazardous materials handlers to best respond to emergencies and to assist Los Angeles County, of which the City contracts with, to provide the primary support in this area. Many of the inspections between Building and Safety and Fire are thus closely coordinated.

8. Code Enforcement

In situations where Zoning-, Site Plan Review-, Building and Safety-, and/or Fire-related Code requirements are not met, particularly when there is a major threat to public health, safety, and welfare, the City attempts to abate or at least mitigate the violation(s). Code violations range from excessive weed growth to structural inadequacy to illegal discharges, which, if left unchecked, in the aggregate, not only could jeopardize individual health and safety but could diminish overall community image, appearance, character, social stability, and economic vitality, all of which directly or indirectly relate to subjects discussed in this Element. To ensure that the General Plan safety-related goal and policies are furthered, the City will continue with its existing, and, where possible, expand Code Enforcement and related activities. In general, Covina will attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.

9. Reconciling Safety Matters

This Element is one chapter of a comprehensive General Plan that addresses various other topics, including land use, circulation, housing, and natural resources and open space. Under State law, all Elements must be consistent with one another in preparation and revision (see Chapter X), a requirement that the City has met and will continue to achieve. However, in the course of implementing a general plan, proposals that strongly fulfill plan goals and policies in one area may be inconsistent with another chapter. For example, the aggressive retrofitting of older, unreinforced masonry buildings in the downtown area and elsewhere could possibly interfere with important community goals, such as economic development, commercial revitalization, and neighborhood preservation. Therefore, in implementing the Element, when conflicts arise, the City will endeavor to reconcile, to the greatest degree possible, the applicable safety and non-safety issues in an appropriate, acceptable manner.

10. Inter-government Coordination

To most fairly and best deal with safety-related development issues at or near Covina's border areas and with infrastructure matters, such as the construction, maintenance, and improvement of street, flood control, water distribution, fire detection and suppression, and sewage disposal systems, the City will continue routing various topical plans and documents to and reviewing development and public proposals from neighboring communities, Los Angeles County, and, if applicable, the State and Federal governments. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups. This activity will, among other things, acknowledge City intentions, desires, and/or concerns over particular developments, proposals, and related actions in an atmosphere of respect and cooperation. Furthermore, Covina will continue to be in contact with all applicable governmental entities on additional important issues like emergency preparedness, emergency communication and coordination, water runoff and management, underground contamination and abatement, general hazardous materials disclosure laws administration, hazardous waste management planning, and evacuation route and/or circulation coordination.

11. Intra-government Coordination

In carrying out the policies, activities, and programs/measures of the Safety Element, the Planning Division will work with other City departments/divisions, particularly the Building and Safety Division, the Fire Department, and the Police Department, to best approach and handle or abate various issues and problems. These matters include, but are not limited to, the imposition of infrastructure-related conditions, based on appropriate design and site planning standards, as well as general safety-type requirements, in the development process; the overall construction, maintenance, and improvement of infrastructure; emergency preparedness planning and post-disaster reconstruction; evacuation routes; various types of inspections and code enforcement activities; water availability and pressure flow adequacy; and everyday public safety activities. In light of the important and interrelated nature of all safety-related matters, this holistic orientation is essential and will best implement General Plan goals, objectives (where applicable), and policies.

12. Public Involvement

In compliance with State planning law, the City will endeavor to promote the importance of the General Plan to the public, businesses, institutional uses, local service groups, developers, Covina employees, and additional interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at other available opportunities through information handouts, brochures, press releases, and any other mediums deemed appropriate. In terms of safety-related matters warranting dissemination, the City will focus on earthquake awareness; Walnut Creek flooding management; fire prevention methods; crime prevention and control measures; business and institutional use-related hazardous materials handling; potential hazardous waste management facility education and comment solicitation; household hazardous waste disposal; underground contamination prevention; digging and excavation preparation; emergency preparedness planning, particularly with respect to the Covina Emergency Plan; and any other areas determined to be important. When General Plan updates are done, persons, groups, and organizations shall be notified through State-defined public hearings and, if appropriate, by way of other means. Frequent public education is an important ingredient in successful general plan implementation.

13. General Plan Review and Revisions

State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation. The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives (where applicable), policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. Moreover, appropriate, occasional monitoring of the General Plan components shall occur, particularly with respect to potential State or County changes in emergency preparedness planning and post-disaster communications or procedures; emergency service-related contractual agreements; hazardous materials handling; hazardous waste management facility planning/siting; Bonelli Park storm water management (which affects Walnut Creek, downstream); or possible seismic, geologic, or other underground or environmental discoveries. In addition, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted. Finally, in recognition of the importance of safety planning, it is noted that State law also calls for each local government to consult with the California Department of Conservation, Division of Mines and Geology and the Office of Emergency Services prior to preparing or revising its safety element to include available element-related information. And at least forty-five days before the date of amendment of the element, a city is required to submit to the Department of Conservation a draft of the document for review and comment. (Remarks by the State are advisory, however.) The City of Covina has followed and will continue to pursue these procedures as well.

14. Safety Element Implementation

In accordance with the State planning law/Government Code criteria, the City will implement the Safety Element in a manner compatible to the implementation/administration of all other General Plan Elements, the Covina Emergency Plan, applicable City and Redevelopment Agency documents and proposals, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

15. Maintenance of City Departments/Divisions Responsible for Safety Matters

In order to carry out its various safety responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer the General Plan, Zoning Ordinance, Design Guidelines, Subdivision Ordinance, Uniform Building and related Codes, Uniform Fire Code, Los Angeles County Hazardous Waste Management Plan, Covina Emergency Plan, and other documents. In addition, Covina will maintain resources to administer and monitor various accompanying processes, programs, and activities, such as Site Plan Review, Environmental Impact Review, Plan Check, Building Permit Issuance, Engineering Review, Building and Safety or Fire Inspection, Code Enforcement, Neighborhood Preservation, Emergency Preparedness Planning, and incident-specific and everyday Public Safety Services, and to disseminate applicable information and provide assistance to the public.

1976
CITY OF COVINA
POLICE AND FIRE
FACILITIES
CITY COUNCIL
MAYOR
MAYOR PRO-TEM
COUNCILMAN
COUNCILWOMAN
COUNCILMAN
COVINA POLICE AND FIRE
BUILDING CORPORATION
PRESIDENT
SECRETARY
BOARD MEMBER
BOARD MEMBER
CITY MANAGER
POLICE CHIEF
FIRE CHIEF
ARCHITECTS/ENGINEERS
CONTRACTOR
75 YEARS
1976

PICTURE 24. PLAQUE AT COVINA PUBLIC SAFETY COMPLEX. THE COMPLEX HAS BEEN A VITAL ASSET TO THE COMMUNITY FOR MANY YEARS.

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X. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

This Safety chapter of the General Plan is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, open space, and other uses, as well as the Circulation and Housing Elements. There is a close tie to the Land Use chapter because, under State law, as implied above, the proposed land use development scenario or Land Use Map must reflect the community's identified potential hazards and corresponding mitigation or abatement measures. For example, to best handle and resolve possible landslides or mudslides and flooding in Covina Hills, most land uses in the area are designated "low density residential" and (pertaining to Walnut Creek) "park" or the equilivalent. And regarding potential hazardous materials accidents on commercial, industrial, and institutional properties, the Land Use Map establishes appropriate use relationships and development standards to adequately protect/buffer residential districts. Concerning the Safety Element's connection to the Circulation chapter, which focuses on circulation and transportation systems, such as streets, and the movement of people and goods, the Safety Element must designate evacuation routes to be used in a major disaster. These evacuation routes are typically established based on the street hierarchy of the Circulation Element.

The Housing Element, which this chapter also bears a strong relationship to, among other things, serves as a tool for addressing housing needs and providing adequate sites for new housing and standards for the housing stock. There is a correlation to the Housing Element because the City places a high priority on maintaining the safety of all Covina dwelling units in terms of structural and mechanical adequacy, fire prevention, emergency accessibility, and other factors. And a key basis for implementing and enforcing the applicable policies, standards, and programs is this Safety Element. The Element is also most directly related to the Natural Resources and Open Space chapter.

It is also important for the Safety Element to be consistent with other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is underscored by State law as well. Section 65300.5 of the California Government Code states that "the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives (if applicable), and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or circulation/infrastructure, land use, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives (if applicable), and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Safety Element preparation, the topical goal and policies and programs/implementation measures have been cross-checked with those in other Elements, particularly Land Use, Circulation, and Housing, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Safety and each and every Element will realize the same results. Furthermore, if the Safety Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program "F13," the City will monitor all major aspects of Safety Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Safety chapter implementation, particularly with respect to inter-Element unity and coherence.

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XI. CITIZEN PARTICIPATION IN SAFETY ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for Safety as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.

2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.

3. Conducted "town hall meetings" and public forums.

4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.

5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.

6. Received numerous comments from the public (in this case regarding safety matters) on the phone, at the counter, and in the course of site-specific project reviews.

7. Organized, met with, and elicited the views of a subcommittee of Covina's General Plan Update Committee that addressed safety and related issues.

8. Met with and elicited the views of City of Covina employees who deal with safety-related matters.

9. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, transit agencies, utility companies, regional organizations, and adjacent municipalities as well as local civic organizations.

10. Reviewed and considered the Covina Emergency (preparedness) Plan, an important, applicable document that had been prepared based on extensive community outreach.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element's identification and discussion of potential hazards facing Covina and related local matters and, therefore, in developing the applicable goal, policies, and programs/implementation measures as well. All material and information and specific input received pertaining to these items are on file in the City Planning Division. Thus, Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting the Safety Element.

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XII. MONITORING SAFETY ELEMENT IMPLEMENTION

In order for the General Plan Safety Element's goal and policies and programs/implementation measures to be realized, or to ensure that the Element serves to prevent death, injuries, property damage, and other problems associated with a disaster, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Safety Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a city shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation . . ." Because the Safety Element is an important chapter and is, as previously stated, closely tied to the central Land Use Element, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Safety Element implementation framework as Program "F13," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section X, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Safety Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established safety-related goal, this approach will facilitate preparing General Plan amendments.

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COVINA GENERAL PLAN NOISE ELEMENT

INC. 1901

COVINA
GENERAL PLAN
NOISE
ELEMENT

PREPARED BY
COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF

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EXECUTIVE SUMMARY

The Noise Element is the component of the comprehensive planning process that addresses noise control. Noise, for purposes of this Element, is defined as excessive or "unwanted" sound that typically comes from transportation systems and certain commercial and industrial operations and that commonly intrudes on inhabitants of residential and other properties. Excessive sound can be disturbing or injurious to public health, safety, and welfare and detrimental to overall community character, image, and vitality.

The entire contents of the Noise Element are based on State planning law requirements (Section 65302(f) of the California Government Code) and the Noise Element Guidelines, an advisory document on Noise chapter formation prepared by the California Department of Health Services (DHS) and the State Office of Planning and Research (OPR). Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their noise issues and problems in a manner tailored to local conditions and circumstances. The Covina Noise Element has therefore been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City, which possesses a historic downtown that is a key social and economic center of the community, is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. However, from a land use relationship standpoint, the community's strong economic base has manifested itself, in certain neighborhoods, in the proximity of residential uses with commercial and industrial activities and/or major streets, which makes Covina susceptible to noise problems. But because Covina is well established and almost entirely built-out, large-scale land use changes are impractical. Therefore, in view of this situation and the fact that additional noise in the future is imminent as a result of projected growth and vehicular traffic and train service increases, it is appropriate for the City to maintain reasonable, viable noise control policies and programs. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

The Covina Noise Element is divided into eight chapters. The first chapter introduces and presents general information on the Element process, as mentioned above, as well as on below-described Element contents.

In section number two, Covina's major noise sources are described and appraised. The major noise sources are:

1. San Bernardino Freeway.
2. Primary and Secondary Arterial Streets (as classified under previous General Plan).
3. Metrolink Commuter Rail Line.
4. Aircraft Overflights.
5. Commercial and Industrial Activities.
6. Various Stationary Sources.

In evaluating the six sources of noise in Covina presented above, the first three factors, the San Bernardino Freeway, the major or primary and secondary arterial streets, and the Metrolink Commuter Rail Line, appear to be the strongest generators in shaping the local noise environment. Therefore, these sources serve as the Noise Element's information-related framework for quantification and detailed analysis, which is presented in the following chapters.

Section number two also discusses noise-sensitive land uses and activities, which warrant inclusion in the Noise Element because they represent the receptors that face the most negative impacts when exposed to noise incursions. Housing is the most predominant and most noise-sensitive land use in Covina. In some areas of the City, as previously indicated, residential uses are adjacent to and inadequately buffered from commercial and industrial businesses and/or major streets or transportation corridors, such as the Metrolink Commuter Rail Line. Other noise-sensitive land uses in Covina include public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches, many of which abut or are near principal noise sources as well. The City faces challenges and constraints in protecting all of the above noise-sensitive activities in view of the facts that Covina is a mature, generally built-out community with well established, basically fixed land uses.

The third chapter quantifies and analyzes the City's primary noise generators, which, as stated above, are three mobile sources: 1) the San Bernardino Freeway, 2) the major or primary and secondary arterial streets, and 3) the Metrolink Commuter Rail Line. In accordance with State planning law, excessive sounds are quantified/described using noise contours, which represent lines of equal noise exposure (just as the contour lines on a topographic map are lines of equal elevation) and thus are oriented around the three key sound generators. These contours represent what are called 60 and 65 decibel demarcations in the Day-Night Average Noise Level (Ldn) scale. The decibel (dB), which ranges from 0 to 140, is the standard unit of the measurement of the loudness of sound, while Ldn is a 24-hour, time-weighted annual average noise level. The noise contours for existing and future conditions have been derived from a special computer program on the basis of figures collected from noise surveys. Because of the long-term nature of the general plan update and implementation processes, future contours (i.e., for 2010, the year of Covina General Plan build-out) are particularly relevant and therefore take precedence over the existing demarcations. Both existing and future noise contours themselves, which are depicted in separate maps and described in tables of the text, are intended to be used as a guide for establishing land use patterns and circulation routes (in the related Land Use Element update) and making day-to-day land use decisions that minimize the exposure of community residents to excessive noise or, particularly regarding the future demarcations, that serve as a basis for noise mitigation policies and programs.

The existing and future contour maps and tables illustrate that Covina's noise conditions vary greatly and will continue to differ, present and projected vehicular traffic and train operations being the primary contributing factors. There are and will continue to be several residential and other noise-sensitive uses located within the 60 and 65 Ldn noise contours of the City's various transportation routes, particularly along Arrow Highway, the Metrolink Rail Line, the San Bernardino Freeway, Grand Avenue, Citrus Avenue, and Azusa Avenue. The City will use the contour information as a guide in exercising, to the greatest extent legally and practically possible, noise mitigation and abatement decisions and actions and in carrying out subsequently listed policies for existing and for new and expanded developments. Because Covina is generally a mature, built-out community with above-noted legal and resource limitations in addressing existing noise-sensitive uses within the contour zones and because many such uses may in fact posses site features that inhibit excessive sound exposure, it is believed that the existing and future contour information will be most applicable to new and expanded developments and uses.

In section number four, the goal and policies of the Noise Element are presented. Goals and policies are important because they serve as the chief tools with respect to private development and public project evaluation and decision-making and overall local direction setting as well as the primary basis for the Element's implementation measures, discussed in the following chapter. A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In applying the two terms to Covina, one goal and several policies are utilized. The goal is:

> An environment in which potential adverse impacts of noise on the City's residents and workers are identified and prevented and mitigated.

The policies are listed within a framework relative to the following four topical areas:

1. Transportation noise sources.
2. Commercial and industrial noise sources.
3. Miscellaneous stationary noise sources.
4. Construction noise sources and general matters.

Key policies call for the City to examine the noise environment of proposed residential or other noise-sensitive uses located within the 60 Ldn noise contour to ensure compatibility and, if applicable, adherence to applicable State noise insulation standards; to attempt to mitigate or eliminate the possible noise problems of proposed residential or other noise sensitive uses located within the 65 Ldn noise contour to also ensure compatibility and, again if applicable, adherence to applicable State noise insulation standards; to ensure the inclusion of noise mitigation measures and features in the design, orientation, and routing of new and improved streets and circulation and transportation facilities, where necessary; and to require noise-reduction techniques and features in site planning, automobile and truck access points, loading/delivery areas, architectural design, project landscaping, building materials, and construction. Furthermore, the City would support and participate with Caltrans in the development of any sound abatement plans for the San Bernardino Freeway; ensure that rail car- and horn-related noises emanating from the Metrolink system, including the Covina Station, meet Federal standards and continue to work with Metrolink officials to adopt specific measures to reduce overall rail car and horn noises to the greatest extent technologically possible; encourage all law enforcement agencies operating within the City limits to enforce State Vehicle Code and related noise standards for cars, trucks, motorcycles, buses, and other vehicles; and discourage the location of noise-sensitive land uses in noisy environments. In addition, the City commits to consider establishing acceptable limits of noise levels for various land uses throughout the community, in accordance with State guidelines; study and consider the existing and potential noise generating characteristics of commercial, industrial, and other businesses that wish to expand or modify their scope of operation; when necessary, encourage existing relatively noisy industrial businesses adjacent to residences to abate their intrusive sounds, to the greatest extent feasible, by taking appropriate measures; discourage the development of new private schools and nightclubs, discotheques, billiard parlors, and other high noise-generating uses adjacent to residential areas, unless it can be demonstrated that adequate measures can be employed; and continue enforcing the Covina Noise Ordinance to prevent potential and to handle existing noise problems in the community.

The fifth chapter discusses the programs/implementation measures, which, along with the goal and policies, serve as the backbone of the Noise Element. Programs supplement and ensure that the Element's goal and policies will reach fruition. The programs and measures are divided into two below-listed subject categories, which are:

1. Transportation and Nontransportation Noise Mitigation and Abatement.
2. General Administration.

Various specific and general programs are presented, which, again, supplement the previously-listed goal and policies.

Section number six discusses the Noise Element's relation to and consistency with other General Plan chapters. The Noise Element is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a close tie to the Land Use Element because, under State law, the proposed land use development scenario or Land Use Map must reflect the Noise Element's noise exposure information. The Noise Element is also closely related to the Circulation chapter. In addition, under State law, the Noise Element must be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. The City of Covina has met this consistency requirement by updating all General Plan Elements simultaneously, including utilizing one common data and information base and cross-checking all goals, policies, and plans/implementation measures among the various Elements. This inter-Element consistency will also ensure that implementation of the

Noise Element and all other Elements will realize the same results. Moreover, if the Noise Element is amended in the future, the City will verify that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity.

The seventh section lists the various measures that the City has undertaken to guide citizen participation in the General Plan update process. These items include questionnaires; public forums; cable television segments; and flyers, press releases, and articles. In addition, City staff received numerous citizen and business comments on the phone, at the public counter, and in the course of site-specific project reviews and met with and elicited the views of various City advisory bodies involved with noise issues. Public comments elicited from the measures were carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the Noise Element's identification and discussion of major noise sources and, therefore, in developing the noise-related goal, policies, and programs/implementation measures. State planning law places a strong emphasis on citizen participation in the General Plan preparation as well as implementation and amendment processes.

The eighth and final chapter discusses monitoring Noise Element implementation, which is also a State requirement and is important to ensure that the Element fulfills its primary purpose of protecting local residents from excessive noise intrusion. The City will fulfill its obligation to monitor implementation by preparing a State-required annual report on this matter to the Planning Commission and City Council. Any identified underutilized policies or programs will be adequately handled and problems or deficiencies will be carefully studied and appropriately managed to ensure that the desired Noise Element goal is met.

Much of the background information and facts and analysis of data for this Element appear in an accompanying noise study. Though separate, the noise study or Technical Appendix, most of which has been prepared by Covina staff, is legally part of the Noise Element. The City believes that this two-document organization best addresses applicable planning statutes and policies as well as local conditions and needs.

I. INTRODUCTION/BACKGROUND

The Noise Element is the component of the comprehensive planning process that addresses noise control. Noise, for purposes of this Element, is defined as excessive or "unwanted" sound that typically comes from transportation systems and certain commercial and industrial operations and that commonly intrudes on inhabitants of residential and other properties. Excessive sound can be disturbing or injurious to public health, safety, and welfare and detrimental to overall community character, image, and vitality. The Noise chapter of the General Plan identifies major noise sources, areas of sound impact, and noise-sensitive activities for the purposes of developing and maintaining compatible land use patterns and circulation routes as well as appropriate, day-to-day administered policies and programs, such as a noise ordinance and zoning/design standards, to protect local residents from excessive noise intrusion. In addition, the Noise Element serves as a guideline for complying with State noise insulation standards for multiple-family buildings. From the standpoint of the overall General Plan process, the Noise Element is thus closely related to the chapters on Land Use, Circulation, Housing, and Natural Resources and Open Space.

The entire contents of the Noise Element are based on State planning law requirements (Section 65302(f) of the California Government Code) and the Noise Element Guidelines, an advisory document on Noise chapter formation prepared by the California Department of Health Services (DHS) and the State Office of Planning and Research (OPR). Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their noise issues and problems in a manner tailored to local conditions and circumstances. The Covina Noise Element has therefore been prepared and, as stated below, organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

The Covina Noise Element is divided into eight chapters. Following this Background chapter, the second section presents an identification and appraisal of major noise sources in the community, as ascertained by City staff through a survey and from citizen participation activities and resident complaints, and a discussion of noise-sensitive land uses. The third area analyzes and quantifies the principal, continuing generators of the local noise environment, which are the San Bernardino Freeway, the major roads or what are classified under the previous General Plan as primary and secondary arterial streets, and the Metrolink Commuter Rail Line. Here, reference is made to an accompanying communitywide noise study that functions as the Technical Appendix to this Element. Section number four presents the goal and the policies, an important component that bridges the gap between where the City is and what type of community it wishes to become. The fifth chapter describes programs/implementation measures, which supplement and ensure fruition of the goal and policies. Sections six, seven, and eight conclude the Noise Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Circulation Element implementation.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City, which possesses a historic downtown that is a key social and economic center of the community, is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. However, from a land use relationship standpoint, the community's strong economic base has manifested itself, in certain neighborhoods, in the proximity of residential uses with commercial and industrial activities and/or major streets, which makes Covina susceptible to noise problems. But because Covina is well established and almost entirely built-out, large-scale land use changes are impractical. Therefore, in view of this situation and the fact that additional noise in the future is imminent as a result of projected growth and vehicular traffic and train service increases, it is appropriate for the City to maintain reasonable, viable noise control policies and programs. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/ unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

II. IDENTIFICATION AND APPRAISAL OF MAJOR NOISE SOURCES

A. Identification and Appraisal of Major Noise Sources

The following section describes and appraises Covina's major noise sources. As stated in the Introduction above, Covina is a low-rise, suburban community that is generally "less noisy" than more intensely developed urban areas. However, Covina's land use relationships and major transportation arteries do at times generate excessive sounds. This noise-related information is based on City staff observations, citizen participation measures (refer to Chapter VII), a communitywide noise survey (explained in the following chapter), and a resident complaint file. It is noted that the quantification of these identified, immoderate sounds and noise level projections (at full implementation of the General Plan) is presented in the following chapter.

The sources of noise in Covina fall into six categories. They are:

1. San Bernardino Freeway
2. Primary and Secondary Arterial Streets (as classified under previous General Plan)
3. Metrolink Commuter Rail Line
4. Aircraft Overflights
5. Commercial and Industrial Activities
6. Various Stationary Sources

Each noise source and its impacts on the noise environment of Covina are summarized below. For proper orientation, refer to Map 1 (City Streets) and Map 2 (City Existing Land Use) in the Technical Appendix.

1. San Bernardino Freeway

One significant noise source in Covina is the San Bernardino Freeway, which, east of Grand Avenue, passes through the southeastern portion of the community in an east-west direction and is both below- and at-grade with adjacent areas. Development along this portion of the Freeway is both residential-single-family and commercial. Although there are minimal sound walls, most of the closest residential properties are situated considerably higher than the Freeway, thus limiting noise for residents.

West of Grand Avenue, the Freeway also varies from below- to at-grade positions, but much of the adjacent territory lies in West Covina. The Covina uses west of Grand that, again, because of minimal sound walls, are susceptible to at least some traffic-related noises include residential-single-family, residential-multiple-family, commercial, and institutional (a church). It is noted, however, that over the years, the City of Covina has not received any citizen complaints pertaining to Freeway noise.

2. Primary and Secondary Arterial Streets (as classified under previous General Plan)

Traffic on major surface streets constitutes another significant source of noise within the community. The principal roadways in Covina, which are classified under the previous General Plan as primary and secondary arterial streets, are illustrated in Maps 1 and 2. (As indicated in other sections of this Element, because the Noise Element serves as a foundation for developing, among other things, future-oriented circulation routes, previously-existing General Plan designations must be utilized as a basis for the new circulation hierarchy. This new hierarchy thus constitutes the Circulation Plan in the accompanying revised Circulation Element.) Noise levels along roadways, which, as mentioned above, are presented in the following section, vary according to and are determined by a number of factors. The most important component is a road's total, 24-hour traffic volume, called Average Daily Traffic or ADT. Additional factors include the percentage of trucks, vehicle speed, the time-related distribution of traffic, and gradient of the roadway. Considering all variables, the busiest/noisiest streets in Covina tend to be the primary north-south running roadways that are directly linked to the San Bernardino Freeway, which include (from east to west) Vincent, Azusa, Citrus, Barranca, and Grand Avenues. Also, in terms of the major east-west streets (from north to south), over the years, Arrow

Highway, San Bernardino Road, and Badillo Street have produced the greatest volume of traffic and therefore noise, too. Besides the proximity to the San Bernardino and other Freeways, these streets prone to greater noise generation have relatively high traffic volumes because of citywide and regional land use patterns as well as truck routes and public transit.

Land uses along the just-mentioned roads with higher traffic volumes typically are commercial and industrial, though there are pockets of residential-single-family and -multiple-family. Referring to the other major streets that generally have less traffic and noise (again, refer to Maps 1 and 2), the land use mix tends to be more varied, with some commercial and industrial activities but more single-family homes and multiple-family dwellings and parks. As was the case with the San Bernardino Freeway, over the years, the City has not received any noise-related complaints pertaining to excessive sounds generated from traffic on major roadways.

3. Metrolink Commuter Rail Line

The San Bernardino route of the Metrolink Commuter Rail Line traverses the middle and northeastern sections of Covina in an east-west direction. There is a Commuter Rail Station and accompanying parking lot in Covina at the northeast corner of the intersection of the Line and Citrus Avenue. Metrolink, a regional-oriented commuter rail system that is based out of Union Station in downtown Los Angeles and that is owned, operated, and maintained by the Southern California Regional Rail Authority (SCRRA), currently operates approximately 18 weekday trains, with the bulk of service occurring during the early morning and late afternoon peak transportation periods. A limited number of trains run on Saturdays. Also, during the late night and pre-dawn hours, freight trains occasionally operate on the tracks, a vestige of the line's original, long-time function.

The entire portion of the Metrolink line running through Covina is at-grade, and there are 12 street crossings equipped with railroad crossing signals and barricades. The land uses adjacent to the track easement are varied in nature, they including residential-single-family and -multiple family, commercial, and industrial. And the track easement is commonly, though not always, separated from adjoining private properties by the rear walls of commercial and industrial buildings or freestanding 4- to 8-foot high block walls. Since Metrolink began service in late 1992, however, the City has received several resident complaints concerning commuter train- and horn-related noise and ground vibration. Although identified noise and vibration readings (refer to Chapter III below) generally comply with applicable Federal standards, train and horn noise is relatively loud and disturbing to many residents living along or near the right-of-way. Therefore, as of this writing, the City is studying the situation and attempting to work with the Metrolink operator to reduce all train-related noise to the greatest degree possible. The infrequent late-night freight trains have not been identified as problematic.

4. Aircraft Overflights

Although there are no airports in or near Covina, as with most suburban municipalities located within an overall metropolitan region (in this case, the greater Los Angeles area), the community is subject to occasional noises from aircraft overflights. Typically, sounds from large, commercial jets tend to be more perceptible than those of small, single engine airplanes, though the jet flyovers are high enough to preclude major disturbances. The City has received no complaints concerning aircraft noise and, it is noted, no protests from occasional helicopter flights or landings and take-offs (which have occurred at Covina's primary hospital and public safety complex). Because of the above reasons and the fact that noises from aircraft overflights are difficult to quantify and regulate, this topic is determined to not constitute a serious problem for the community.

5. Commercial and Industrial Activities

As stated in the previous Chapter, from a land use standpoint, Covina has many areas in which commercial or industrial activities abut residential uses, with little or no sound-reducing design features. These situations, which pervade throughout the community, have evolved over the decades as a result of City growth combined with previously accepted land use planning and site design standards and policies and annexations from Los Angeles County. Although the City's land use pattern is deemed viable and safe, in a few cases in recent years, residents living within close proximity to commercial and industrial businesses have made noise-related complaints. These protests have generally pertained to a few types of establishments, including manufacturing/assembly operations, car repair and other activities associated with automobiles, and bars/nightclubs. Other complaints have focused on matters that relate to many kinds of businesses, such as delivery trucks, loading dock operations, outside loudspeakers, venting devices, and mechanical equipment located inside or outside of a building.

The City has, however, been able to resolve all noise complaints through enforcement of the community's Noise Ordinance and/or by working with business managers or property owners (to modify one or more operational aspects of particular enterprises so that compliance with noise standards is achieved). Also, for new developments and land use modification applications bordering different activity types, presently City staff better addresses noise through stronger land use compatibility policies and site design guidelines. Overall, based on City staff observations and analyses, including studies of comparable situations in other communities, while commercial and industrial noises in Covina are at times somewhat excessive or unwarranted, the noises are amenable to mitigation or abatement.

6. Various Stationary Sources

In addition to the previously-mentioned excessive or unwarranted sounds sometimes emanating from certain commercial and industrial activities, noise comes from other stationary sources as well, such as on-site (private land) construction, off-site (public right-of-way) construction, street sweepers, power tools, and gas-powered leaf blowers. However, existing City policies and the Covina Noise Ordinance have given the community sufficient leverage for controlling these sources as well, while allowing for reasonable work/usage. Complaints have been rare.

In evaluating the six sources of noise in Covina presented above, it is apparent that there are no serious-, health-threatening noise problems in Covina. The first three factors, the San Bernardino Freeway, the primary and secondary arterial streets (again, as previously classified and as illustrated in Maps 1 and 2), and the Metrolink Commuter Rail Line, appear to be the strongest generators in shaping the local noise environment. Therefore, these sources shall serve as the Noise Element's information-related framework for quantification and detailed analysis, which is presented in the following chapter.

B. Discussion of Noise-Sensitive Land Uses and Activities

Noise-sensitive land uses and activities warrant discussion in the Noise Element because they represent the receptors that face the most negative impacts when exposed to noise incursions. Housing is the most predominant and most noise-sensitive land use in Covina. As described in the Land Use Element and as illustrated in Map 2 (Existing Land Use), housing pervades throughout the community. The previous section stated that, unfortunately, in some areas of Covina residential uses are adjacent to and inadequately buffered from commercial and industrial businesses and major transportation corridors, such as the Metrolink Commuter Rail Line. Residential is considered particularly noise-sensitive mainly because considerable time is spent by individuals at home and because sleep disturbance is most likely to occur in a residential area.

Other noise-sensitive land uses in Covina include public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches. There are several of the above uses in Covina, and, like residential, many are abutting or near major noise sources. Again, refer to Map 2 for clarification.

Considering that Covina is a mature, generally built-out community with well established, basically fixed land uses, the City faces challenges and constraints in protecting all of the above noise-sensitive activities. Nevertheless, the community is legally obligated to and, as detailed below, this document makes a good faith effort to address the existing and potential (e.g., relating to future growth, redevelopment, and transportation changes) noise-related concerns of Covina residents and others.

C. Listing of Key Existing Major Noise Source Issues

This area of discussion lists the key Covina major noise source issues, which are based on the facts and information presented in the previous sections, related, salient material, and community input (see Chapter VII for clarification). Issues are important because they clarify key noise source matters warranting attention and because, along with a detailed identification and discussion of major noise sources themselves (the preceding section and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/ implementation measures. (Issues of the following segment, Quantification and Analysis of Local Noise Environment, are thus similarly regarded and applied.) Refer to the previous section and to the accompanying Technical Appendix for clarification on this material and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The major noise source issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Documenting, based on City staff observations, citizen participation measures, a communitywide noise survey, and a resident complaint file, that the overall sources of noise in Covina fall into the following six categories: 1) San Bernardino Freeway; 2) primary and secondary arterial streets (as classified under previous General Plan and illustrated in Maps 1 and 2); 3) Metrolink Commuter Rail Line; 4) aircraft overflights; 5) commercial and industrial activities; and 6) various stationary sources (e.g., construction and gardening equipment).

2. Stating that none of the six above-noted noise sources in Covina constitute serious, health-threatening problems for the community.

3. Acknowledging that, based on observations and facts, the first three of the previously-mentioned sources of noise, the San Bernardino Freeway, the primary and secondary arterial streets, and the Metrolink Commuter Rail Line, appear to be the strongest generators in shaping the local noise environment and therefore serve as the Noise Element's information-related framework for quantification and detailed analysis.

4. Documenting that noise-sensitive land uses and activities, particularly housing as well as public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches, warrant discussion in the Noise Element because they represent the receptors that face the most negative impacts when exposed to noise incursions.

5. Dealing with challenges and constraints that the City faces in protecting noise-sensitive activities, considering that Covina is a mature, generally built out community with well established, basically fixed land uses.

III. QUANTIFICATION AND ANALYSIS OF LOCAL NOISE ENVIRONMENT

A. Noise Measurement Criteria and Methodology

The preceding chapter identified and discussed Covina's six major mobile and stationary noise sources. It has been determined that the three mobile sources, 1) the San Bernardino Freeway, 2) the major or (as defined under the previous General Plan and illustrated in Maps 1 and 2 of the Technical Appendix) the primary and secondary arterial streets, and 3) the Metrolink Commuter Rail Line, are the primary generators that shape the local noise environment and therefore should serve as the basis for communitywide noise quantification and analysis.

In accordance with State planning law, excessive sounds are quantified/described using noise contours, which represent lines of equal noise exposure (just as the contour lines on a topographic map are lines of equal elevation). The standard unit of the measurement of the loudness of sound is the decibel (dB). Decibel levels, in theory, numerically range from 0 to 140, though, in Covina, typical readings along a major street will vary, depending on the time of day, location, traffic volume, and outside activities, from approximately 40 to 90 dB. (For further information on noise theory and a listing of decibel levels associated with common noise environments, refer to the Technical Appendix.) Following State guidelines, accompanying maps of this Element depict noise contours at 60 and 65 decibel demarcations in the Day-Night Average Noise Level (Ldn) scale. Ldn is a 24-hour, time-weighted annual average noise level. "Weighted" means that noise occurring in the generally late night and early morning hours is penalized to account for greater human sensitivity to excessive sounds during this time period. The noise contours, as previously stated, are oriented around Covina's three primary sound generators, the San Bernardino Freeway, the major or primary and secondary arterial streets, and the Metrolink Commuter Rail Line. The contours have been derived from a special computer program on the basis of figures collected from a communitywide noise survey and applicable data. Regarding the survey, City staff utilized an automatic sound level meter to record 24-hour noise readings, first of all, along the Freeway and all major or primary and secondary arterial streets. Sections of streets with the greatest identified traffic volumes were selected for measurement to ensure that later-prepared noise contours would be based on the highest or most conservative sound readings (to provide residents with maximum "noise protection"). And because of the noise-sensitive nature of housing, the City took sound level readings in a few residential neighborhoods for general identification purposes. All noise monitoring locations associated with this survey are illustrated on Map 3 in the Technical Appendix. Noise conditions for the Metrolink Commuter Train Line were taken from a special, consultant-prepared study, the Commuter Train having not begun operating when City staff conducted its noise survey. It is noted that the train-related noise readings of the consultant that are documented here were also obtained through direct monitoring of typical train operations.

As stated above, based on ascertained noise readings from the citywide survey and documented Commuter Train-related sound levels from the consultant-prepared study, City staff utilized a special computer program to create noise contours for existing conditions around the Freeway, all major streets, and the Commuter Train Line. In addition, as required by planning law, based on estimated future noise figures derived from projected increases in traffic and Train service, City personnel used the same computer system to develop noise contours for 2010, the year of General Plan build-out. Because of the long-term nature of the General Plan update and implementation processes, future contours are particularly relevant. Both existing and future noise contours themselves, which are presented and analyzed below, are intended to be used as a guide for establishing and maintaining land use patterns and circulation routes (in the related Land Use Element update) and making day-to-day land use and other decisions that minimize the exposure of community residents to excessive noise or, particularly regarding the future demarcations, that serve as a basis for noise mitigation policies and programs. Again, see the accompanying Technical Appendix for more information on contours, on the City's noise monitoring activities, on the Metrolink study, and on related computer applications.

B. Presentation of Existing and Future Noise Contours

Existing and future noise contours for Covina are depicted in, respectively, Map 4 and Map 5 (see attachments). As described in the previous section, noise contours represent lines of equal sound exposure, are intended to guide land use planning by minimizing resident exposure to excessive sounds, and are illustrated around Covina's principal sound generators, which are the San Bernardino Freeway, the major or (as defined under the previous General Plan and illustrated in Maps 1 and 2 of the Technical Appendix) the primary and secondary arterial streets, and the Metrolink Commuter Train Line. And as also described above, contours for both Maps are depicted in terms of 60 and 65 decibel demarcations in the Day-Night Average Noise Level (Ldn) scale, which represents daily levels of noise exposure averaged on an annual basis.

The previous area of discussion further clarified that the existing 60 and 65 decibel noise contours for the primary sound generators, in accordance with applicable State guidelines, were based on traffic levels and train operations. Future contours, for the General Plan build-out year of 2010, were additionally established considering projected increases in traffic and Train service. Refer to the accompanying Technical Appendix and related Circulation Element for clarification on the transportation-related figures that have been utilized in computing the two sets of contours.

The following discusses the significance of the 60 and 65 Ldn decibel contours*:

60 Ldn: The 60 Ldn contour defines the Noise Study Zone, where, in recognition of the need to provide acceptable habitation environments, State law requires noise insulation of new multiple-family dwelling units. Moreover, the City may also wish to evaluate other proposed sensitive uses within this area (such as hospitals, primary and secondary schools, and churches) on a project-by-project basis to ensure noise level acceptability. It is noted that some sites may already be sufficiently buffered by existing walls, landscaping, and/or berms to the extent that no further sound analyses are necessary.

65 Ldn: The 65 Ldn counter delineates the Noise Mitigation Zone. Within this contour, new or expanded noise-sensitive developments should be permitted only if appropriate mitigation measures, such as barriers or additional sound insulation, are included and City and/or State noise standards are achieved. In some instances, it may be possible to show that current walls, landscaping, berms, and/or screening exist such that desired mitigation is already in place.

* It is noted that in carrying out policies and programs associated with these demarcations, particularly related to multiple-family insulation, the future contours shall take precedence. This determination conforms to the long-term nature of the General Plan implementation process. However, it must also be stated that given the relative scarcity of available sites for future development/redevelopment and the projected moderate growth that will occur, construction of residential and other sound-sensitive uses in high noise areas may sometimes be necessary. But such projects will be attenuated to the greatest extent feasible through site, architectural, and building design features, as stated in the policy and program sections.

The existing and future noise contours for Covina, again, are illustrated in, respectively, Map 4 and Map 5. Distances to contour values (as measured from the centerlines of the sound generators or transportation routes) are presented in the Technical Appendix and listed below in Tables 1 and 2 in tabular format. The two tables utilized here also highlight general land use conditions and the major noise sources of the various transportation courses. It is noted that variations in contour distances are manifestations of the fact that topography and intervening buildings or barriers have a complex effect on the propagation of noise.

TABLE 1. EXISTING LDN NOISE CONTOURS

TRANSPORTATION ROUTE	ADJACENT LAND USES (1)	DISTANCE TO NOISE CONTOUR (2)		MAJOR NOISE SOURCES
		65 Ldn	60 Ldn	
I. EAST-WEST				
A. Arrow Highway	SFR, MFR, MHP, C, I, S, U	242.2'	521.8'	Regional & Local Traffic
B. Cienega Street	SFR, MFR, C, I, G, S, P	47.8'	102.9'	Local Traffic
C. Covina Boulevard	SFR, MFR, IN, S, P	51.0'	109.8'	Local Traffic
D. Cypress Street	SFR, MFR, MHP, C, I, S	93.3'	201.0'	Regional & Local Traffic
E. Metrolink Rail	SFR, MFR, MHP, C, I, G, S, P	162.5'	350.0'	Rail Cars & Horn
F. San Bernardino Road	SFR, MFR, MHP, C, I, IN, G, S, P	133.2'	287.0'	Regional & Local Traffic
G. Badillo Street	SFR, MFR, C, IN, G, S, U	130.6'	281.4'	Regional & Local Traffic
H. Puente Street (2)	SFR, MFR, C, S	62.3'	134.3'	Local Traffic
I. Puente Street (4)	SFR, P	23.8'	51.3'	Local Traffic
J. Rowland Street	SFR, MFR, C, IN	88.0'	189.7'	Regional & Local Traffic
K. Covina Hills Road	SFR, IN	24.0'	51.7'	Local Traffic
L. Workman Street	SFR, MFR, C, IN, S	N/A (5)	N/A (5)	Regional/Freeway & Local Traffic
M. Holt Avenue	SFR, C	70.3'	151.5'	Local Traffic
N. San Bernardino Freeway	SFR, MFR, C, IN, S	718.1'	1,547.0'	Regional/Freeway Traffic
II. NORTH-SOUTH				
A. Vincent Avenue	SFR, MFR, C, I, U	134.7'	290.3'	Regional & Local Traffic
B. Lark Ellen Avenue	SFR, MFR, C, IN, S	115.6'	249.0'	Local Traffic
C. Azusa Avenue	SFR, MFR, MHP, C, I, S	236.1'	508.7'	Regional & Local Traffic
D. Hollenbeck Avenue	SFR, MFR, C, IN, S, P	66.6'	143.6'	Local Traffic
E. Citrus Avenue	SFR, MFR, MHP, C, G, MU, P	188.8'	406.8'	Regional & Local Traffic
F. Second Avenue	SFR, MFR, C, I, IN, G	49.2'	106.0'	Local Traffic
G. Barranca Avenue	SFR, MFR, C, I, IN, G, S, P	108.1'	232.9'	Regional & Local Traffic
H. Grand Avenue	SFR, MFR, MHP, C, I, IN, S	236.7'	509.9'	Regional & Local Traffic
I. Glendora Avenue	SFR, MFR, MHP, C, I, IN, S, P	56.0'	120.5'	Local Traffic
J. Bonnie Cove Avenue	SFR, MFR, C, IN, S	35.0'	75.4'	Local Traffic
K. Reeder Avenue	SFR, S, MU	23.8'	51.3'	Local Traffic
L. Sunflower Avenue	SFR, MFR, C, IN, S	59.2'	127.6'	Local Traffic
M. Valley Center Avenue	SFR, C, IN	61.8'	133.2'	Local Traffic

Notes:

(1) Refers to uses in Covina Planning Area. Land use designations are defined as follows: SFR—single family residential; MFR—multiple family residential or condominium; MHP—mobile home park; C—commercial; I—industrial; IN—institutional; G—governmental; S—school; U—utility; MU—mixed use; and P—park.

(2) Noise contours are measured from the centerline of the various noise generators (for all three generator types).

(3) This section is from the western City limits to Glendora Avenue.

(4) This stretch of the street is from Reeder Avenue to the eastern City limits. Because Puente Street in this area is essentially an extension of Reeder Avenue and because both routes are surrounded almost entirely by single-family detached properties, the City determined that it would be acceptable to use the same contour information on Puente as on Reeder.

(5) Noise contours for Workman Avenue were not needed because sounds and corresponding contours from the southerly San Bernardino Freeway transcend the noise environment of this route.

TABLE 2. FUTURE LDN NOISE CONTOURS (1)

TRANSPORTATION ROUTE	ADJACENT LAND USES (2)	DISTANCE TO NOISE CONTOUR (3)		MAJOR NOISE SOURCES
		65 Ldn	60 Ldn	
I. EAST-WEST				
A. Arrow Highway	SFR, MFR, MHP, C, I, S, U	319.3’	687.8’	Regional & Local Traffic
B. Cienega Street	SFR, MFR, C, I, G, S, P	56.6’	122.0’	Local Traffic
C. Covina Boulevard	SFR, MFR, I, IN, S, P	61.7’	132.9’	Local Traffic
D. Cypress Street	SFR, MFR, MHP, C, I, S	110.6’	238.3’	Regional & Local Traffic
E. Metrolink Rail	SFR, MFR, MHP, C, I, G, S, P	300.2’	646.7’	Rail Cars & Horn
F. San Bernardino Road	SFR, MFR, MHP, C, I, IN, G, S, P	165.1’	355.8’	Regional & Local Traffic
G. Badillo Street	SFR, MFR, C, IN, G, S, U	158.0’	340.3’	Regional & Local Traffic
H. Puente Street (4)	SFR, MFR, C, S	71.5’	154.1’	Local Traffic
I. Puente Street (5)	SFR, P	26.9’	57.9’	Local Traffic
J. Rowland Street	SFR, MFR, C, IN	97.7’	210.6’	Regional & Local Traffic
K. Covina Hills Road	SFR, IN	26.8’	57.7’	Local Traffic
L. Workman Street	SFR, MFR, C, IN, S	N/A (6)	N/A (6)	Regional/Freeway & Local Traffic
M. Holt Avenue	SFR, C	79.0’	170.2’	Local Traffic
N. San Bernardino Freeway	SFR, MFR, C, IN, S	997.3’	2,148.6”	Regional/Freeway Traffic
II. NORTH-SOUTH				
A. Vincent Avenue	SFR, MFR, C, I, U	157.6’	339.5’	Regional & Local Traffic
B. Lark Ellen Avenue	SFR, MFR, C, IN, S	129.1’	278.1’	Regional & Local Traffic
C. Azusa Avenue	SFR, MFR, MHP, C, I, S	300.9’	648.4’	Regional & Local Traffic
D. Hollenbeck Avenue	SFR, MFR, C, IN, S, P	78.5’	169.2’	Regional & Local Traffic
E. Citrus Avenue	SFR, MFR, MHP, C, G, MU, P	230.5’	496.6’	Regional & Local Traffic
F. Second Avenue	SFR, MFR, C, I, IN, G	58.7’	126.4’	Regional & Local Traffic
G. Barranca Avenue	SFR, MFR, C, I, IN, G, S, P	139.5’	300.5’	Regional & Local Traffic
H. Grand Avenue	SFR, MFR, MHP, C, I, IN, S	288.5’	621.5’	Regional & Local Traffic
I. Glendora Avenue	SFR, MFR, MHP, C, I, IN, S, P	61.4’	132.4’	Local Traffic
J. Bonnie Cove Avenue	SFR, MFR, C, IN, S	41.5’	89.4’	Local Traffic
K. Reeder Avenue	SFR, S, MU	26.9’	57.9’	Local Traffic
L. Sunflower Avenue	SFR, MFR, C, IN, S	67.6’	145.6’	Local Traffic
M. Valley Center Avenue	SFR, C, IN	71.5’	154.1’	Local Traffic

Notes:

(1) Refers to conditions in 2010, the General Plan horizon year—or year of Plan build-out.

(2) Refers to uses in Covina Planning Area. Land use designations are defined as follows: SFR—single family residential; MFR—multiple family residential or condominium; MHP—mobile home park; C—commercial; I—industrial; IN—institutional; G—governmental; S—school; U—utility; MU—mixed use; and P—park.

(3) Noise contours are measured from the centerline of the various noise generators (for all three generator types).

(4) This section is from the western City limits to Glendora Avenue.

(5) This stretch of the street is from Reeder Avenue to the eastern City limits. As stated in Table 1 above, because Puente Street in this area is essentially an extension of Reeder Avenue and because both routes are surrounded almost entirely by single-family detached properties, the City determined that it would be acceptable to use the same contour information on Puente as on Reeder.

(6) Noise contours for Workman Avenue were not needed because sounds and corresponding contours from the southerly San Bernardino Freeway transcend the noise environment of this route.

C. Analysis of Existing and Future Noise Contours

The existing and future noise contours for Covina are illustrated in, respectively, Map 4 and Map 5, and the distances to contour values are presented in the Technical Appendix and listed in tabular format in Tables 1 and 2. For background information on noise contours, refer to Sections A and B of this chapter above.

The applicable existing and future contour maps and tables illustrate that Covina's noise conditions vary greatly and will continue to differ, present and projected Freeway and street traffic and train operations being the primary contributing factors. There are and will continue to be several residential and other noise-sensitive uses located within the 60 and 65 decibel demarcations. Under both existing and future conditions, the six transportation routes with the farthest-reaching contour distances include the San Bernardino Freeway, the Metrolink Commuter Rail Line, and the following roads: Arrow Highway, Azusa Avenue, Citrus Avenue, and Grand Avenue. However, all 60 and 65 decibel zones of each and every transportation corridor noted in the tables warrant equal consideration in the noise analysis process. Although the inclusion of an area within either contour indicates that noise levels are high enough to be of potential concern, such designation does not imply that excessive noise levels are present uniformly on all sites within the contour areas. The location of buildings as well as doors and windows, walls, landscaping, and changes in topography affect noise levels. Some locations may be screened from noise impact by the presence of one or more of these features.

Notwithstanding the previous comments, the City will use the contour information as a guide in exercising, to the greatest extent legally and practically possible, noise mitigation and abatement decisions and actions and in carrying out applicable policies (listed in Chapter IV below) for existing and for new and expanded developments. Because Covina is generally a mature, built out community with above-noted legal and resource limitations in addressing existing noise sensitive uses within the contour zones and because many such uses may in fact possess site features that inhibit excessive sound exposure, it is believed that the existing and future contour information will be most applicable to new and expanded developments and uses. Refer to the following chapters on policies and programs for specific documentation of the means and approaches the City will use in handling the noise contours.

D. Listing of Key Noise Quantification and Analysis Issues

This area of discussion lists the key issues concerning noise quantification and analysis and is based on the facts and information presented in the previous sections, related salient material, and community input (see Chapter VII for clarification). As stated in Chapter II (Identification and Appraisal of Major Noise Sources), issues are important because they clarify key matters warranting attention and because, along with the detailed quantification and analysis of the local noise environment (in the preceding sections and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/implementation measures. (Issues of Chapter II are thus similarly regarded and applied.) Refer to the previous sections and to the accompanying Technical Appendix for clarification on this material and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The major noise source issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Acknowledging that, based on observations and facts, the San Bernardino Freeway, the major or (as defined under the previous General Plan) the primary and secondary arterial streets, and the Metrolink Commuter Rail Line are the principal generators that shape the local noise environment and therefore serve as the basis for communitywide noise quantification and analysis.

2. Stating that, based on applicable data, existing and future noise conditions in Covina vary greatly and will continue to differ, present and projected vehicular traffic and train operations being the primary contributing factors.

3. Dealing with several residential and other noise-sensitive uses located within "noisy zones" or what are called the 60 and 65 decibel noise contours (areas of similar sound exposure) that run parallel to the City's various transportation routes, particularly along Arrow Highway, the Metrolink Rail Line, the San Bernardino Freeway, Azusa Avenue, Citrus Avenue, and Grand Avenue.

4. Because of the long-term nature of the General Plan update and implementation processes, paying particular attention to the future noise conditions or contours (i.e., for 2010, the year of Covina General Plan build out).

5. Acknowledging that because Covina is generally a mature, built-out community with above-noted legal and resource limitations in addressing existing noise sensitive uses within the "noisy zones" or sound contour areas and because many such uses may in fact possess site features that inhibit excessive sound exposure, the existing and future noise contour information would be most applicable to new and expanded developments and uses.

6. Committing to use the noise-related data and information in this chapter as a guide in exercising, to the greatest extent legally and practically possible, noise mitigation and abatement decisions and actions or in carrying out applicable, below-listed policies and programs/implementation measures.

IV. GOAL AND POLICIES

A. General

As stated in the Introduction above, the goal and policies of this General Plan chapter are important because, along with the below-presented implementation measures, they serve as the chief tools with respect to local decisions and actions in evaluating private developments and public projects. The goal and policies, again as previously indicated, are based on the community's key noise-related conditions and issues (described in Chapters II and III above), which were ascertained by City staff generally by official survey and through public comment. In theory, then, the goal and policies presented here (and accompanying implementation measures) bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

B. Goal and Policies

In applying the two terms to Covina, one goal and several policies are utilized. The policies are listed within a framework relative to four topical areas. The goal is:

> An environment in which potential adverse impacts of noise on the City's residents and workers are identified and prevented and mitigated.

The remainder of this chapter is devoted to the policies, the four underlying topical areas of which are based on different noise source types. This organization is determined to be most logical and best suited for the City of Covina in controlling and abating excessive sounds. Under each topical area, policies are listed in no particular order. The four topical areas are:

1. Transportation noise sources.
2. Commercial and industrial noise sources.
3. Miscellaneous stationary noise sources.
4. Construction noise sources and general matters.

The topical areas are not entirely mutually exclusive, and, therefore, several policies from different groupings are similar. Also, the goal and policies are applied on a citywide basis, unless expressly stated otherwise. In terms of the nature of the below listed policies, it is noted that the City generally has limited regulatory control over the transportation noise sources, the first grouping that includes cars, trucks, buses, and other vehicles on streets, rail operations, and aircraft overflights. State and Federal agencies have the responsibility to control noises associated with these sources. Nevertheless, the City can deal with transportation sounds in various ways, such as by encouraging and administering proper, noise-reducing land use compatibility and site planning principles as well as, when appropriate, by working with transportation providers to resolve problems. A local government's greatest leverage in regulating excessive noise pertains to nontransportation sources, which would include the noises identified under the second through fourth groupings, commercial and industrial uses, miscellaneous activities, and construction. Typically, noise levels associated with these sources are enforced through a local noise ordinance. Some of the strategies employed in handling the transportation sources, such as encouraging appropriate land use compatibility and site planning as well as following various related procedures, are used in this area to facilitate noise abatement and mitigation.

C. Policy Area 1

Transportation Noise Sources

The City shall:

1. Examine the noise environment of proposed residential or other noise-sensitive uses located within all 60 Ldn noise contours to ensure compatibility and, pertaining to residential activities, adherence to applicable State noise insulation standards.

2. Attempt to mitigate or eliminate the possible noise problems of proposed residential or other noise-sensitive uses located within all 65 Ldn noise contours to ensure compatibility and, pertaining to residential activities, adherence to applicable State noise insulation standards.

3. Consider "noise-sensitive uses" to include, but not be limited to, all residential housing types, public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches.

4. Consider establishing acceptable limits of noise levels for various land uses throughout the community, in accordance with State guidelines, as a means of determining noise-compatible land uses.

5. Ensure the inclusion of noise-mitigation measures and features in the design, orientation, and routing of new and improved streets and circulation and transportation facilities, where necessary and consistent with funding capability.

6. Require noise-reduction techniques and features in site planning, architectural design, project landscaping, building materials, and/or construction, where necessary or required by law.

7. Support and participate with Caltrans in the development of any sound abatement plans for the San Bernardino Freeway, particularly relating to residential or other noise-sensitive uses.

8. Provide for the continued evaluation of truck movements and routes to provide effective separation from residential or other noise-sensitive land uses, and, where appropriate, consider truck route changes.

9. Ensure that any future major truck distribution facilities are located, designed, and oriented to impose minimal noise-related incursions on noise sensitive activities.

10. Provide for the continued evaluation of public bus movements and routes, to the greatest extent possible, to attain effective separation from residential or other noise-sensitive land uses, and, where feasible, work with bus service providers in considering route changes.

11. Ensure that any new or expanded major bus depots are located, designed, and oriented to impose minimal noise-related incursions on adjacent activities, particularly noise-sensitive uses, and work with bus providers to resolve any existing or potential problems.

12. Discourage high speed, through traffic in residential neighborhoods by means of proper street design, including, but not limited to, the use of cul-de-sacs, knuckles, and curvilinear roads, speed control, and, if necessary, by incorporating one-way orientations.

13. If necessary and feasible, incorporate traffic calming measures, including, but not limited to, speed bumps or humps, traffic circles, and/or chockers in residential neighborhoods.

PICTURE 1. TRUCK ON GRAND AVENUE, LOOKING NORTH FROM BADILLO STREET. NOISE ELEMENT POLICIES ADDRESS SOUNDS EMANATING FROM MAJOR STREETS, WHICH CONSTITUTE MUCH OF THE OVERALL NOISE IN THE COMMUNITY.

PICTURE 2. TYPICAL SINGLE-FAMILY RESIDENTIAL NEIGHBORHOOD, NEAR GLENDORA AVENUE AND BADILLO STREET. THE NOISE ELEMENT EMPLOYS SEVERAL VIABLE STRATEGIES FOR PROTECTING RESIDENTIAL AREAS FROM SIGNIFICANT NOISE INTRUSION.

PICTURE 3. METROLINK COMMUTER TRAIN LINE, AS VIEWED FROM THE COVINA STATION. CONSIDERING THE FACT THAT THE METROLINK SYSTEM GENERATES A GREAT AMOUNT OF NOISE IN AREAS ALONG AND NEAR THE TRAIN TRACKS, IT IS IMPERATIVE FOR THE CITY TO WORK WITH METROLINK OFFICIALS TO ENSURE THAT ALL SUCH NOISES MEET APPLICABLE STANDARDS AND IN FACT ARE REDUCED TO THE GREATEST EXTENT TECHNOLOGICALLY POSSIBLE.

PICTURE 4. ENTRANCE TO SHADOW HILLS APARTMENTS, ON GRAND AVENUE NEAR ARROW HIGHWAY. UNDER STATE LAW AND COVINA GENERAL PLAN POLICY, MULTIPLE-FAMILY STRUCTURES IN PARTICULAR AREAS MUST MEET SPECIFIC NOISE INSULATION STANDARDS.

14. Require that new or expanded developments minimize the noise impacts of trips that they generate on residential neighborhoods by controlling the location of driveways and parking.

15. Continue to monitor existing operations of and expansion plans for the Metrolink Commuter Train Line and Covina Station pertaining to noise-related impacts on residential uses and noise-sensitive activities and discourage any proposals that unreasonably increase communitywide noise levels.

16. Ensure that rail car- and horn-related noises emanating from the Metrolink system, including the Covina Station, meet Federal standards, and continue to work with Metrolink officials to adopt specific measures to reduce overall rail car and horn noises to the greatest extent technologically possible and to the degree that local residents, particularly those directly adjacent to or within close proximity of the track, are least impacted.

17. Continue to permit higher than normal block walls along the rear property lines of residential parcels that back up to the Metrolink right-of-way to mitigate train-related noises, and consider other appropriate concessions.

18. Encourage all law enforcement agencies operating within the City limits to enforce State Vehicle Code and related noise standards for cars, trucks, motorcycles, buses, and other vehicles to control, among other things, offensive sounds from modified engine, exhaust or horn systems, high-wattage stereos, and general amplification devices.

19. Consider supporting State or Federal legislation for the reduction of the levels of noise generated by cars, trucks, motorcycles, buses, and trains.

20. Support ongoing efforts by Covina Police personnel to use applicable portions of the City Code to handle and control operating, unmonitored vehicle alarms.

21. Restrict the use of trail bikes, mini-bikes, and other off-road motor vehicles, except where designated for that purpose.

22. Consider requiring that new vehicles and equipment used by the City, contractors, or permittees comply with all applicable noise standards.

23. Allow the development of heliports or helipads only when it can be demonstrated that noise impacts on adjacent or nearby residential uses can be adequately mitigated.

24. Require that helicopter takeoff and landing patterns be limited to government, commercial, and industrial areas, except in emergencies.

25. Consider establishing the City's major streets and the San Bernardino Freeway as the principal helicopter flight corridors and consider requiring the use of these zones, except when alternative corridors are needed for safety or emergency purposes.

26. Require that helicopters utilizing Covina airspace fly in compliance with Federal regulations, maintain noise alleviating altitudes until landing, and follow noise-minimizing flight procedures.

27. Discourage helicopter training flights over the City between 11 p.m. and 7 a.m.

28. Monitor existing operations at and any expansion plans for local airports that could impact the Covina noise environment.

29. Raise in environmental reviews and oppose any actions implemented by local airports, including, but not limited to, flight path changes in Covina airspace, that noticeably increase the overall level of noise in the community.

30. Balance the City's obligation to protect local residents from excessive transportation noise with Covina's need to accommodate moderate growth and to continue with ongoing communitywide construction, economic development, code enforcement, neighborhood preservation, and affordable housing activities/programs.

D. Policy Area 2

Commercial and Industrial Noise Sources

The City shall:

1. Consider establishing acceptable limits of noise levels for various land uses throughout the community, in accordance with State guidelines, as a means of determining noise-compatible land uses.

2. Discourage the location of noise-sensitive land uses in noisy environments.

3. Consider "noise-sensitive uses" to include, but not be limited to, all residential housing types, public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches.

4. Require noise-reduction techniques and features in site planning, architectural design, project landscaping, building materials, and/or construction, where necessary or required by law.

5. Require that parking lots and structures and loading areas be designed to minimize on-site noise impacts and off-site incursions by calling for the use of appropriate walls, buffers, and materials and by insisting upon the configuration of on-site or interior spaces that minimize sound amplification and transmission.

6. Require that automobile and truck access to a commercial or industrial property situated adjacent to residential parcels be located at the maximum practical distance from the residential properties.

7. Consider prohibiting truck deliveries to commercial and industrial properties abutting residential uses before 7:00 a.m. and after 11:00 p.m., unless there is no feasible alternative or there are overriding transportation benefits of scheduling deliveries at the other hours.

8. Minimize the noise impacts of commercial-, industrial-, institutional-, or transportation system-related parking overflow in residential areas by continuing the existing and, where applicable, expanding the residential parking permit system and by employing other methods.

9. Study and consider the existing and potential noise-generating characteristics of commercial, industrial, and other businesses that wish to expand or modify their scope of operation.

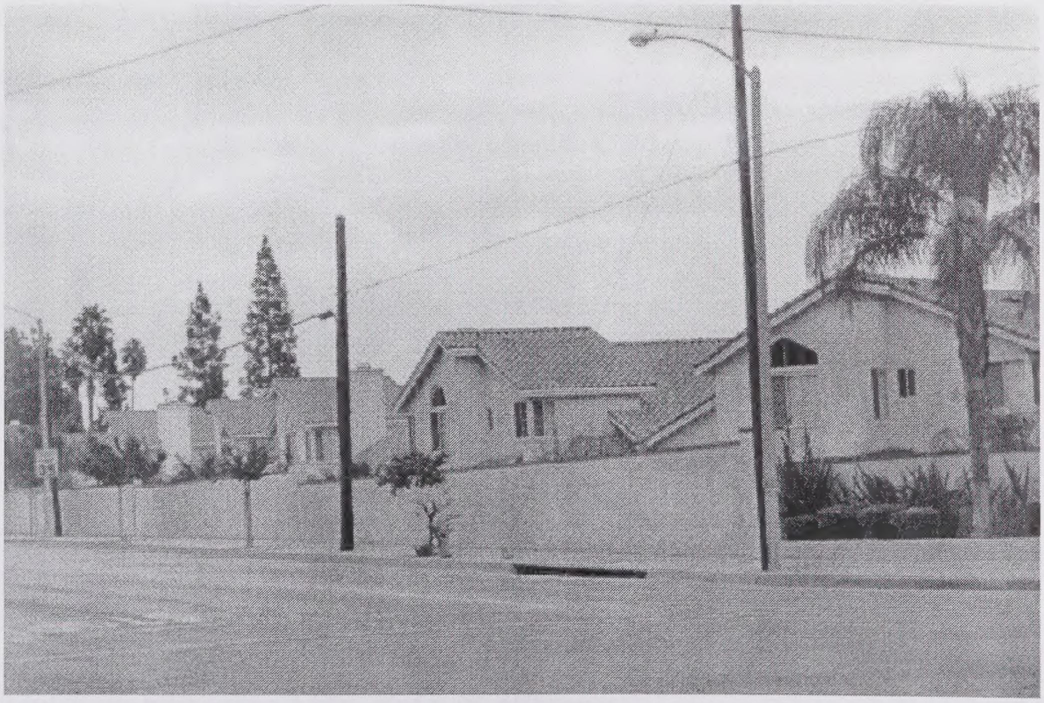
10. When necessary, encourage existing relatively noisy or code-violating industrial businesses adjacent to residences to abate their intrusive sounds, to the greatest extent feasible, by taking appropriate measures, such as utilizing new, technologically advanced equipment, closing front or rear doors during business hours, modifying work/production schedules, or changing the interior location of machinery/equipment.

11. When necessary, encourage public agencies and institutions located in the City to incorporate appropriate measures to contain noises generated by their on-site activities.

PICTURE 5. BORDER AREA BETWEEN RESIDENTIAL AND NONRESIDENTIAL USES, ON CITRUS AVENUE NEAR ARROW HIGHWAY. THE NOISE ELEMENT CALLS FOR APPROPRIATE DESIGN STANDARDS TO BE INCORPORATED INTO COMMERCIAL AND INDUSTRIAL DEVELOPMENTS THAT ARE ADJACENT TO RESIDENTIAL AREAS TO MINIMIZE OFF-SITE NOISE AND OTHER INCURSIONS.

PICTURE 6. TYPICAL CONSTRUCTION ACTIVITY. THE GENERAL PLAN AND RELATED NOISE ORDINANCE WILL CONTINUE TO REGULATE THE HOURS OF OPERATION OF NOISE-GENERATING CONSTRUCTION AS WELL AS OTHER ACTIVITIES TO BEST PROTECT THE COMMUNITY.

PICTURE 7. INDUSTRIAL DEVELOPMENT CONTIGUOUS WITH RESIDENTIAL PROPERTIES. NOISE ELEMENT POLICY ATTEMPTS TO RESOLVE NOISE CONFLICTS RESULTING FROM THIS AND SIMILAR SITUATIONS.



PICTURE 8. NEWER SINGLE-FAMILY DETACHED RESIDENTIAL DEVELOPMENT, AT SUNFLOWER AVENUE AND COVINA BOULEVARD. AN EXAMPLE OF AN APPROPRIATE NOISE-INHIBITING DESIGN STANDARD COMMONLY INCORPORATED INTO RESIDENTIAL PROJECTS ON MAJOR STREETS, DECORATIVE BLOCK WALLS SERVE AN IMPORTANT PURPOSE, AND, THEREFORE, THE GENERAL PLAN ADVOCATES THE CONTINUED USE OF THIS AND SIMILAR DESIGN FEATURES.

12. Ensure that commercial or industrial buildings are constructed soundly to prevent adverse noise transmission onto adjacent businesses.

13. Ensure that condominium/townhouse and apartment structures are constructed soundly to prevent adverse noise transmission onto adjacent dwelling units.

14. Where necessary or where in or adjacent to residential neighborhoods or particular nonresidential areas, require private schools and entertainment uses, restaurants, bars, and similar activities to provide for increased security resources and to monitor the activities of patrons who are waiting in line or loitering outside of the establishment.

15. Require that private schools and entertainment uses, restaurants, bars, and similar activities control the activities of their patrons on-site and within reasonable and legally-justifiable proximity thereon to minimize noise impacts on adjacent residences as well as on businesses.

16. Discourage the development of new nightclubs, discotheques, billiard parlors, and other high noise-generating uses adjacent to residential areas, unless it can be demonstrated that adequate measures can be employed to mitigate the impacts of on-site operations and off-site customer access.

17. Prohibit the development of new nightclubs, discotheques, billiard parlors, and other high noise-generating uses adjacent to senior citizen housing, schools, health care facilities, and other noise-sensitive uses, unless it can be demonstrated that adequate measures can be employed to mitigate the impacts of on-site operations and off-site customer access.

18. Periodically review and, if necessary, revise Covina's existing Noise Ordinance to better regulate high noise-generating uses and to ensure that the Ordinance establishes standards for all types of noise not already governed by local regulation or preempted by State or Federal law.

19. Continue enforcing the Covina Noise Ordinance and maintaining coordination among City departments/divisions involved in noise abatement.

20. Periodically monitor and update data regarding the City's current and projected sound levels to acknowledge changes in noise conditions arising from future development and alterations in land use, traffic patterns, and train schedules.

21. In enforcing the Covina Noise Ordinance, pay particular attention to a resident complaint in which there is an adjacent commercial or industrial activity generating a high and unreasonable level of noise onto the residential property.

22. Evaluate and make recommendations on potential noise impacts of permanent developments and uses through environmental or noise-related studies or analyses and, for minor work, by observing project plans as well as the potential noise impacts of temporary activities and special events.

23. Balance the City's obligation to protect local residents and workers from excessive noise exposure with Covina's need to accommodate moderate growth and to continue with ongoing communitywide economic development, commercial revitalization, public improvement enhancement, residential construction, neighborhood preservation, code enforcement, and affordable housing activities/programs.

24. Require that commercial uses developed as part of a mixed use project (e.g., residential dwelling units situated above commercial businesses) not be noise-intensive, except where determined to be appropriate through appropriate features and mitigation.

25. Require that mixed use structures be designed to prevent the transfer of noise and vibration from the commercial activity to the residential use.

26. Require that common walls and doors between commercial and residential uses be constructed so as to minimize the transmission of noise and vibration.

27. Orient mixed use residential units away from major noise sources, to the greatest degree possible.

28. Locate balconies and openable windows of residential units in mixed use projects away from major noise sources, to the greatest degree possible.

29. Evaluate and appropriately handle potential noise incursions of new or expanded child day care or group home facilities, particularly relating to residential and other sensitive uses.

30. Where necessary, work with the appropriate State agencies to prevent or resolve noise disturbances arising out of small child day care or group home facilities that exist in residential neighborhoods.

31. Continue supporting and enforcing City Zoning provisions pertaining to limitations on in-home businesses to ensure that such activities will function peacefully and harmoniously in residential neighborhoods.

32. Continue supporting Federal and State standards pertaining to interior noise levels of commercial and industrial businesses.

E. Policy Area 3

Miscellaneous Stationary Noise Sources

The City shall:

1. Continue implementing the Covina Noise Ordinance to regulate the hours of operation for, among other things, lawn equipment, domestic power tools, garbage trucks, and miscellaneous repair or maintenance equipment, when in or within 500 feet of a residential area.

2. Encourage the installation of quiet residential air conditioners and outside appliances and devices, with proper installation procedures.

3. Continue working with the City's trash collection service to minimize adverse noise impacts on residents.

4. Consider adoption of an ordinance to control excessive noise from leaf blowers or any other lawn equipment, machinery, maintenance vehicles or equipment, or items that the City determines generates particularly high noise levels.

5. Continue following its "loud party provision" of the Noise Ordinance to effectively handle and abate disturbances in residential areas resulting from unruly social gatherings.

6. Continue supporting applicable sections of the City Code and efforts of animal control personnel to effectively handle and abate discomforting or annoying sounds emanating from any animal or fowl.

F. Policy Area 4

Construction Noise Sources and General Matters

The City shall:

1. Continue implementing the Covina Noise Ordinance to regulate the hours of operation and excessive noise associated with on-site construction activities, particularly activities occurring in or near residential uses, permitting exceptions only under special circumstances.

2. Where necessary, require the construction of barriers to shield noise-sensitive uses from intrusive, construction-related noise.

3. Require that construction activities incorporate feasible and practical techniques, measures, and procedures that minimize the noise impacts on all adjacent uses.

4. Consider requiring sound attenuation devices on construction equipment to reduce noises associated with building activities.

5. On a citywide basis, continue, where appropriate, accommodating vibrant, quality, and attractive commercial and industrial businesses that strengthen the City's economic base, image, and character, while minimizing adverse noise impacts.

6. Attempt to reasonably monitor and handle potential and actual negative noise-related incursions from projects in adjoining jurisdictions.

7. Best implement the Noise Element through the Zoning Ordinance and Design Guidelines, Capital Improvement Program, Subdivision Ordinance, Building and Safety and Police provisions, general Code Enforcement, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other matters.

8. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alterations or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential noise impacts.

9. Ensure, to the greatest extent possible, that properties, buildings, and uses of which the Federal or State government or another entity has permitting authority over, such as post offices, public schools, hospitals, mobile home parks, utility company sites, and miscellaneous administrative facilities, comply with all applicable Covina noise and related codes and standards and address any City concerns.

10. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and land use, circulation, noise, and other plan components.

11. Maintain a coordinated, cooperative, and inter-departmental approach in handling various noise-related issues and problems.

12. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.

13. Implement the Noise Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, and applicable City and Redevelopment Agency plans and community goals.

14. Maintain departments/divisions to carry out the Noise Element's various noise control-related responsibilities and obligations.

ROYAL OAK COMMONS

PICTURE 9. BUILDING AT ROYAL OAK INTERMEDIATE SCHOOL, AT GLENDORA AVENUE AND BADILLO STREET. UNDER THE NOISE ELEMENT, PRIMARY AND SECONDARY SCHOOLS ARE CONSIDERED NOISE-SENSITIVE AND THEREFORE WARRANT SPECIAL ATTENTION IN EVALUATING CERTAIN DEVELOPMENT PROPOSALS.

V. PROGRAMS/IMPLEMENTATION MEASURES

Under State law, a noise element must contain programs/implementation measures. Programs supplement goals and policies and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that this Noise Element's goal and policies will reach fruition. For clarification on the goal and policies and how they have shaped the development of this section, refer to Chapter IV.

The Covina Noise Element programs/implementation measures are listed below. Some of the programs/ measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/measures are divided into two below-listed subject areas. Although the policy chapter established different groupings for the various noise sources, it was believed that such an organization would not function clearly here because of excessive overlapping of programs. Within each topical area, the programs are listed in no particular order. The two subject areas are:

A. Transportation and Nontransportation Noise Mitigation and Abatement

B. General Administration

A. Transportation and Nontransportation Noise Mitigation and Abatement

1. State Noise Insulation Standards

Under Title 24 of the California Administrative Code, which is administered by the City Building and Safety Division, the construction of all new attached dwelling unit complexes (i.e., apartments and condominiums/ townhomes) and transient lodging facilities (e.g., motels and hotels) located within the 60 decibel Ldn contour must incorporate features that reduce interior noise levels to 45 decibels. Verification of this standard shall be achieved through submittal of an acoustical design report. The City may also wish to apply the interior noise level provision to new single-family detached dwelling units as well, and it is recommended that the community examine the sound environment of all proposed nonresidential noise-sensitive uses within the 60 decibel contour.

2. State Vehicle Code Standards

The State Vehicle Code is the body of provisions that regulates all vehicle-related noises, including excessive sounds from modified engine and exhaust systems, on public streets and on private properties. Covina Planning and related officials will encourage all law enforcement agencies operating within the City limits to enforce this Code.

3. City Vehicle Car Alarm Provisions

Under the Covina Municipal Code, the City has some authority to deal with operating, unmonitored car alarms that can be quite disturbing to residents and others. The Police Department will continue to follow and, when necessary, expand these provisions.

4. City Noise Ordinance and Related Provisions

The City Planning Division and other City entities will continue to follow and enforce its adopted Noise Ordinance and related provisions of the City Municipal Code on private properties. The Ordinance, which is the primary tool used to implement noise policy, establishes noise level standards citywide for most nonvehicle or point source sounds of an obnoxious or offensive nature, including music, machinery, building exhaust systems, animals, certain commercial or industrial operations, parties or assemblages, and construction activities.

For construction, there are also restricted hours of operation. A key intent of this tool is to address potential noise complaints typically made by persons in residential and other noise sensitive properties. The City should from time to time review the Ordinance to ensure continued suitability and viability and revise the measure to reflect changes in public consciousness concerning noise.

5. Noise/Land Use Compatibility Guidelines

The Planning Division will use the noise/land use compatibility guidelines illustrated in the State General Plan Guidelines in considering whether to establish acceptable limits of noise levels for various land uses throughout the community. These noise level limits, if followed, would be utilized to determine noise-compatible land uses relating to mitigating existing noise problems and to guiding future development decisions.

6. Zoning Ordinance and Design Guidelines

The Planning Division will continue to utilize the various development standards and provisions of the Zoning Ordinance and Design Guidelines to require noise-reduction techniques and features in site planning, architectural design, project landscaping, parking and loading orientation and design, building materials, and/or construction, where necessary or required by law. These noise reduction features shall be particularly applicable to new or expanded or remodeled properties or activities that may generate noise incursions onto adjacent residential and other noise-sensitive uses. The Zoning Ordinance also regulates in-home businesses to ensure compatibility with neighborhood environments. When necessary, standards and provisions shall be revised to better serve the public.

7. Site Plan Review Process

This process is part of the Zoning Ordinance and serves as the chief mechanism by which development proposals are reviewed and, accordingly, Zoning Ordinance and Design Guidelines provisions are applied. The Planning Division will continue to use Site Plan Reviews to ensure that necessary and/or required noise reduction techniques and features are included in development plans.

8. Conditional Use Permit Process

Through the Zoning-related Conditional Use Permit process, the Planning Division will work with the Police Department and other entities to control and minimize in residential neighborhoods, nonresidential areas, and public places potential noise problems emanating from properties with uses characterized by moderate to high levels of nighttime patronage, including, but not limited to, restaurants, night clubs, bars, billiard parlors, and theatres, as well as certain private schools. Under the Conditional Use Permit process, proposals undergo staff and Planning Commission (or public hearing) review and evaluation.

9. Uniform Building Code

The Building and Safety Division will continue to follow the standards and requirements of this and related structural codes to prevent or minimize noise impacts both within the limits of properties and onto adjacent noise-sensitive uses. When necessary, standards and provisions shall be revised to better serve the public.

10. Street Design Standards

The City Planning and Engineering Divisions will continue to ensure the inclusion of noise mitigation standards, measures, and features in the design, orientation, and routing of new, improved, and modified streets and circulation and transportation facilities. Important parts of this effort shall be to develop a viable circulation plan for the revised General Plan Land Use Map and to discourage high speed, through traffic in residential neighborhoods. When necessary, standards will be revised to better serve the public.

11. Traffic Calming Measures

If necessary and feasible, the Planning and Engineering Divisions will consider to incorporate in residential neighborhoods traffic calming measures, including, but not limited to, speed bump or humps, traffic circles, and/or chockers.

12. Freeway Sound Abatement

All City departments/divisions will support efforts by Caltrans and/or other agencies to develop any sound abatement plans and measures for the San Bernardino Freeway, particularly relating to residential or other noise-sensitive uses.

13. Truck Movements and Routes

The Planning and Engineering Divisions will continue to maintain and evaluate truck movements and routes to provide effective separation from residential or other noise sensitive land uses and, where appropriate, consider truck route changes.

14. Bus Movements, Routes, and Major Depots

Where necessary and appropriate, the Planning and other applicable departments/divisions will continue to provide the maximum feasible input to local bus providers on bus movements, routes, and major depots to provide effective separation from residential or other noise sensitive uses and to perform system improvements.

15. Metrolink Commuter Rail Line and Covina Station

The Planning and other applicable departments/divisions will continue to monitor all noise-related aspects of the Metrolink Commuter Rail Line and Covina Station pertaining to the community to ensure conformity with applicable standards. The City will further continue to work with Metrolink officials to adopt specific measures to reduce overall rail car and horn noises to the greatest extent technologically possible and to a degree acceptable by residents living adjacent to the Line.

16. Aircraft Noise

The City will consider developing a program to coordinate with the appropriate agencies the control and mitigation of noise from aircraft, particularly helicopters.

17. City-Owned Vehicles and Construction and Maintenance Equipment

The City will consider requiring all construction- and maintenance-related vehicles and equipment used by the City, contractors, and permittees to comply with all applicable noise standards.

18. Environmental Impact Review Process

The Planning Division will continue to use this process, which runs with the Site Plan Review procedure, to determine whether any aspects of new or expanded permanent developments or uses would generate excessive noise levels. Should noise abatement be necessary, the City may wish to require submittal of a technical report containing a detailed evaluation of existing and/or projected noise problems and suggested measures to mitigate impacts to acceptable levels. Included in this process, where necessary, the City will consider requiring sponsors of commercial, industrial, and other projects to conduct special studies addressing traffic, circulation, and parking impacts, particularly relating to residential neighborhoods and noise-sensitive projects, and providing suggested mitigation.

19. Administrative Conditional Use Permit Process

Many temporary or occasional activities, such as fairs, carnivals, outdoor commercial promotional activities, or seasonal sales events, require an Administrative Conditional Use Permit. The Planning Division will continue to control or mitigate potential noise problems associated with such events through this staff-involved process, where applicable.

20. Special Construction (Noise) Permit Process

To best control the hours of operation and excessive noise associated with on-site construction activities, the Planning Division will continue to require a Special Construction Permit for early morning, evening, and Sunday building activities. The Permit shall be issued only in special, justifiable, or hardship cases.

21. Residential Parking Permit System

The City presently operates a parking permit system in the residential neighborhood adjoining the Covina Metrolink Commuter Train Station to prevent the parking of cars by and accompanying noises of Commuter Train riders. The City may wish to expand this system, where now existing or in separate areas, to preclude parking spillover/noises arising out of future commercial, industrial, or other developments or expansions.

22. Mixed Use Accommodation

The Planning and Building Divisions will require that mixed use developments (e.g., residential dwellings above commercial businesses) be designed and constructed in accordance with applicable codes, standards, and policies and such that noise levels inside residential dwellings are as low as possible.

23. Code Enforcement Process

The Planning and Building Divisions as well as the Police Department will continue to enforce noise abatement provisions of the Covina Noise Ordinance and, unless stated otherwise, additional noise control measures through the Code Enforcement processes of the Community Development Department and other involved entities.

24. Monitoring of Noise Environment

The Planning Division will periodically monitor the noise environment to note any changes in sound levels arising from future development, modifications in land use, traffic patterns, and Commuter Train or bus schedules. Where necessary, appropriate action shall be taken, such as following new General Plan policies and/or considering to incorporate additional implementation measures.

25. Reconciling Noise Abatement and Mitigation With Other General Plan Obligations

This noise exposure-related Element is one chapter of a comprehensive General Plan that addresses various other topics, including land use, circulation, housing, and natural resources and open space. Under State law, all Elements must be consistent with one another in preparation and revision (see Chapter VI), a requirement that the City has met and will continue to achieve. However, in the course of implementing a general plan, proposals that strongly fulfill plan goals and policies in one area may be inconsistent with another chapter. For example, the Covina Housing Element, among other things, identifies various sites for potential apartment-oriented affordable housing development, though some of the properties fall within the 60 decibel corridor. Although the identification of affordable housing locations in a noise analysis zone does not constitute an inconsistency or problem per se, the State noise insulation requirement would be triggered, thus influencing the design and cost of this type of housing in the affected areas. Moreover, in some cases, the noise environment could possibly interfere with important community goals, such as economic development, commercial revitalization, neighborhood preservation, and public improvement enhancement. Therefore, in implementing the Noise Element, the City will endeavor to reconcile, to the greatest degree possible, noise abatement and mitigation efforts with all other General Plan obligations, including, but not limited to, those mentioned above. In some situations, however, reconciliation will be facilitated by the fact that particular sites located within the 60 or even 65 decibel corridor may not be in need of sound mitigation because of noise-deafening physical features. (Refer to Section III for clarification.)

B. General Administration

1. Inter-governmental Coordination

To most fairly and best deal with noise and related issues at or near Covina's border areas, the City will continue routing various plans and documents to and reviewing development proposals from neighboring communities and Los Angeles County. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups. This activity will, among other things, acknowledge City intentions, desires, and/or concerns over particular developments, proposals, and related actions in an atmosphere of respect and cooperation. The City will also deal with the State and regional transportation agencies in addressing noise problems.

2. Intra-governmental Coordination

In carrying out its various noise-related and planning activities and programs/measures, where appropriate and feasible, the Planning Division will work with other City departments/divisions, particularly the Building and Safety Division and Police Department, to best approach and handle or abate various issues and problems. In light of changing Covina demographic, social, economic, and housing conditions as well as other trends, it is believed that this holistic orientation is essential and thus will best implement General Plan goals, objectives (where applicable), and policies.

3. Public Involvement

In compliance with State planning law, the City will endeavor to promote the importance of the General Plan as well as implementing programs/measures, such as noise mitigation matters, to the public, businesses, developers, Covina employees, and other interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at other available opportunities through information handouts, brochures, press releases, and any other mediums deemed appropriate. When General Plan updates are done, persons, groups, and organizations shall be notified by way of State-defined public hearings and, if appropriate, through other means. Frequent public education is an important ingredient in successful general plan implementation.

4. General Plan Review and Revisions

State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation (with an emphasis on Housing Element-defined needs accommodation). The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives (where applicable), policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. Also, appropriate, occasional monitoring of the General Plan components shall occur. Lastly, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted.

5. Noise Element Implementation

In accordance with the State planning law/Government Code criteria, the City will implement the Covina Noise Element in a manner compatible to the implementation/administration of all other General Plan Elements, City and Redevelopment Agency plans, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

6. Maintenance of City Departments/Divisions Responsible for Noise Matters

In order to carry out its various noise mitigation, abatement, and enforcement responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer General Plan, Zoning, Site Plan Review, Environmental Impact Review, and other matters and various non-Planning Codes, to coordinate and monitor City noise-related programs, and to disseminate applicable information and provide assistance to the public.

PICTURE 10. THREE OAK PARK IN THE VILLAGE OAKS OFFICE PARK, NEAR HOLT AVENUE AND THE SAN BERNARDINO FREEWAY. LIKE SCHOOLS, LIBRARIES, HOSPITALS, AND OTHER USES, PARKS ARE CLASSIFIED AS NOISE-SENSITIVE UNDER THE GENERAL PLAN PROCESS, A MATTER THAT WILL BE CONSIDERED IN PARTICULAR CONSTRUCTION APPLICATIONS.

VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

This Noise chapter of the General Plan is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses, as well as the Circulation and Housing Elements. There is a close tie to the Land Use chapter because, under State law, the proposed land use development scenario or Land Use Map must reflect the Noise Element's noise exposure information. In other words, when integrated with the Noise Element, the Land Use Map should show acceptable land uses in relation to existing and future noise contours. Concerning the Noise Element's connection to the Circulation chapter, which focuses on circulation and transportation systems and the movement of people and goods, because the circulation network must be correlated with the Land Use Element and is one of the major sources of noise, noise exposure is intended to be a key consideration in the location and design of new and improved transportation facilities as well as retention of existing facilities in relation to existing and planned land uses.

The Housing Element, which this chapter also bears a strong relationship to, among other things, serves as a tool for addressing housing needs and providing adequate sites for new housing and standards for the housing stock. Because, as stated above, residential land use is among the most noise sensitive, the noise exposure information provided in the Noise Element must be considered when planning the location of new housing. Specifically, as also previously explained, State law requires special noise insulation of new apartments and condominium/townhouse complexes built within the 60 decibel noise contour. The Noise Element is also most directly related to the Natural Resources and Open Space chapter.

It is also important for the Noise Element to be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is underscored by State law as well. Section 65300.5 of the California Government Code states that "the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives (if applicable), and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or circulation/infrastructure, land use, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives (if applicable), and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Noise Element preparation, the topical goal and policies and programs/implementation measures have been cross-checked with those in other Elements, particularly Land Use, Circulation, and Housing, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Noise and each and every Element will realize the same results. Furthermore, if the Noise Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program "B4," the City will monitor all major aspects of Noise Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Noise chapter implementation, particularly with respect to inter-Element unity and coherence.

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VII. CITIZEN PARTICIPATION IN NOISE ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for the Noise as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.
2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.
3. Conducted "town hall meetings" and public forums.
4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.
5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
6. Received numerous comments from the public (in this case regarding noise) on the phone, at the counter, and in the course of site-specific project reviews.
7. Reviewed and analyzed the City's noise complaint file.
8. Organized, met with, and elicited the views of a subcommittee of Covina's General Plan Update Committee that addressed noise and related issues.
9. Met with and elicited the views of City of Covina employees who deal with noise abatement and mitigation issues.
10. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, transit agencies, utility companies, regional organizations, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the Noise Element's identification and quantification of major noise sources and, therefore, in developing the related goal, policies, and programs/implementation measures as well. All material and information and specific input received pertaining to these items are on file in the City Planning Division. Thus, Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Noise Element.

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VIII. MONITORING NOISE ELEMENT IMPLEMENTATION

In order for the General Plan Noise Element's goal, policies, and programs/implementation measures to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's noise environment and quality of life, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Noise Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a city shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation . . ." Because the Noise Element is an important chapter and is, as previously stated, closely tied to the central Land Use Element, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Noise Element implementation framework as Program "B4," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Noise Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established noise-related goal, this approach will facilitate preparing General Plan amendments.

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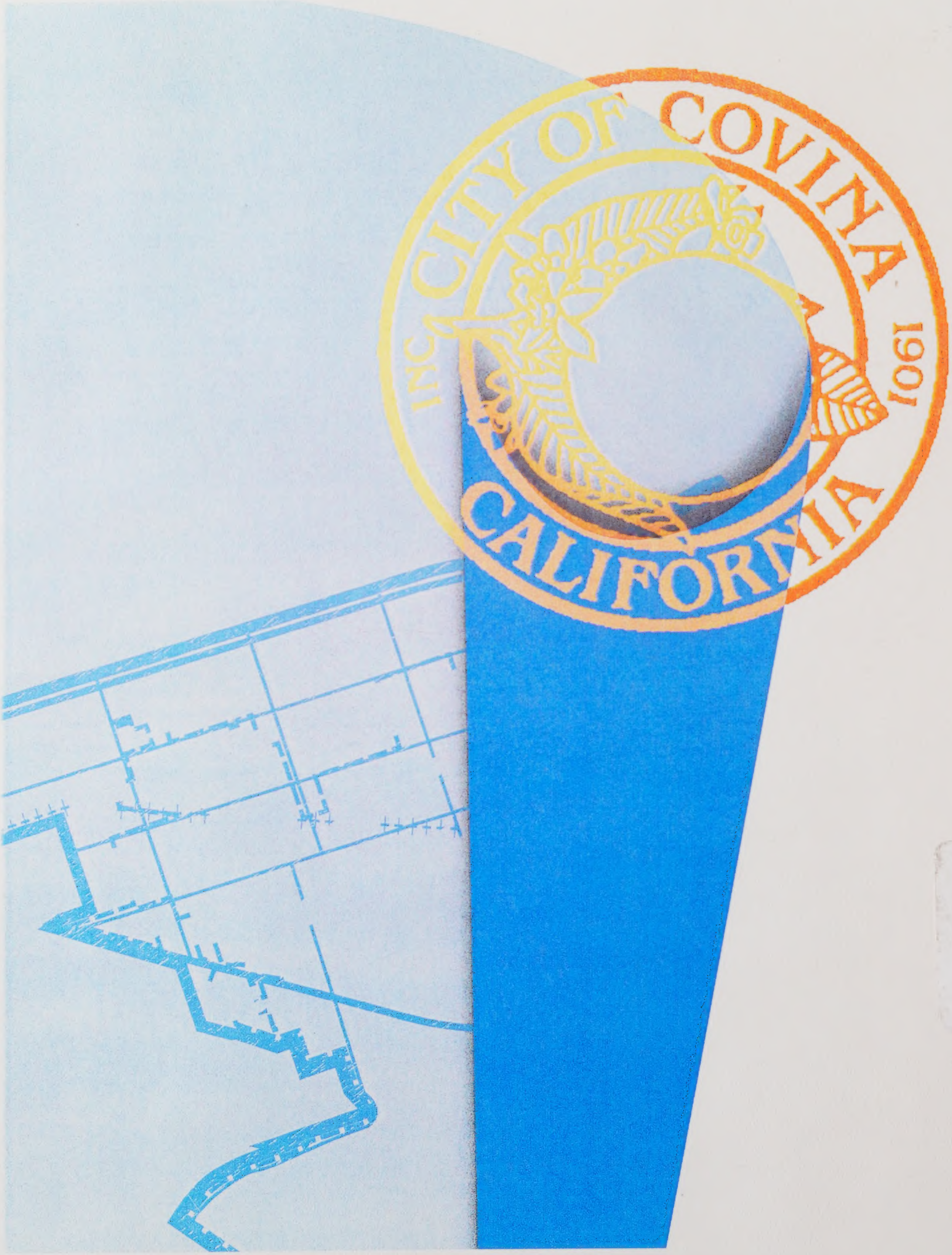
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